83 00950
HT 168
E5 E549
1979
v. 1
IGSL

EMERYVILLE GENERAL PLAN

VOLUME I

LAND USE
TRANSPORTATION
HOUSING
CONSERVATION/
RECREATION

UNIVERSITY OF CALIFORNIA
JUL 12 1982
INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

NOVEMBER, 1979

Prepared by the Emeryville Redevelopment Agency

With the Assistance of John H. Anderson, Urban Planning Consultant


Digitized by the Internet Archive
in 2026 with funding from
State of California and California State Library

https://archive.org/details/C094822912

TABLE OF CONTENTS

	Page No.
Introduction	1
Background	4
Assumptions	7
Goals	8
Growth & Change	9
Land Use Element	14
Policies	19
Actions	22
Transportation Element	23
Policies	27
Actions	29
Housing Element	30
Policies	57
Actions	58
Conservation/Open Space/Recreation Element	59
Policies	65
Actions	66

MAPS & CHARTS

	Between
Action Areas	13 & 14
Existing Land Use	14 & 15
Year 2000 Land Use	15 & 16
Redevelopment Plan	17 & 18
Street Classification	23 & 24
Street Improvement Plan	24 & 25
Public Transportation Plan	25 & 26
Housing Conditions	35
Housing Types-Size	36
Housing Conditions-Location	39
Open Space/Recreation Plan	62

INTRODUCTION

The Emeryville General Plan is a statement of policies and goals for the preservation, maintenance, and development of the City. It addresses specific problems and issues and provides recommended general policies and actions for the following:

- Land Use
- Vehicular and Pedestrian Circulation
- Housing
- Open Space/Conservation/Recreation
- Seismic Conditions (Earthquake/Soils)
- Noise Control
- Scenic Highways
- Safety

The General Plan statement consists of a text (Vols. I & II), which includes data on the topics listed above, and maps, drawings and other graphic displays appropriate for the explanation and understanding of the information presented.

The nature and purpose of a municipal general plan requires that it be periodically reviewed and amended to reflect changing conditions, circumstances and attitudes of the Community. This General Plan statement is a revision of the General Plan (Vol. I) adopted for Emeryville on December 2, 1974. Vol. II of the Plan (Seismic Safety, Noise, Safety, and Scenic Highway Element) was adopted on August 4, 1975. Revision of Vol. II is not necessary at this time.

General Plans are required for all California cities and should comply with State standards and provisions. Up-to-date general plans are also required for any municipality applying for certain kinds of federal assistance such as housing, transportation or development loans or grants.

Purpose And Use of the General Plan

General plans are adopted by cities and counties to provide the citizens and decision makers in the city or county with an official statement of policy regarding the future character and quality of development in the planning area. The General Plan, once it is adopted, becomes the basis for the exercise of land use controls by the City through the redevelopment process, the zoning ordinance, or other regulatory measures.

The General Plan provides the broad, general direction for land use while the redevelopment process provides more specific direction, controls or assistance for particular areas of the city. The zoning ordinance and other special ordinances regulate the uses that are permitted within each zoning classification; for example, "Residential", or "Commercial". The zoning map shows the zoning classification for each parcel and lot in the City, whether publicly or privately owned. The zoning map may differ from the general land use map in some respects; however, the zoning classifications shown on the zoning map should be consistent with, i.e., should promote the objectives of the general land use plan.

The areas that are currently designated or proposed as redevelopment project areas are shown in the General Plan. The description of the programs and other information concerning redevelopment is found in the Emeryville Redevelopment Plan, adopted in 1976. The Redevelopment Plan is adopted separately from the General Plan and may be amended from time to time without amending the General Plan. However, the Redevelopment Plan, like the Zoning Ordinance, should follow the policies of the adopted General Plan and should be consistent with it.

Implementing The Plan

The principal means of implementing the Emeryville General Plan is through the redevelopment process.

The redevelopment process makes use of powers which are delegated to cities under state law and these powers enable cities to use extraordinary means to control and influence development in the City. These powers may be used extensively in Emeryville because all of the residential areas, except Watergate, and the majority of the commercial and industrial areas are within designated redevelopment project areas. The designation "redevelopment" does not necessarily mean that the area so designated is to be drastically and completely changed by public action. In Emeryville, the redevelopment process will be used primarily as a way to provide funds to make public improvements or to purchase properties, in some instances, that will encourage and assist private reuse of existing properties. Redevelopment has been used thus far in Emeryville to purchase sites for new housing. Funding for

these projects comes from "tax increments", that is, from revenue that is generated by the increase in assessment value of properties within the redevelopment project area.

The Redevelopment Agency, which is responsible for the administration of the redevelopment program, has five members, all of whom are also members of the elected City Council.

The Executive Director of the Redevelopment Agency is also responsible for the administration of planning and zoning activities. Consequently, all proposals for zoning changes, for plan permits, and all development proposals are reviewed by the Director and his staff. The Director may refer any and all proposals to the Redevelopment Agency for review and approval. The Director is also responsible for referring appropriate matters to the Planning Commission for review.

The Planning Commission has seven members, all appointed by majority vote of the City Council.

The Director of the Redevelopment Agency shares staff, offices and certain plan review functions with the Director of Public Works. Both Directors meet on a regular basis with other city officials, the Mayor, and members of the Agency and the City Council in cabinet meetings each week.

Redevelopment plans and programs have been or will be prepared for each distinctive sub area of the City in a redevelopment area. These programs will be implemented through the use of tax increment funds, owner participation agreements, the capital improvement program and joint city/private volunteer efforts for rehabilitation and conservation.

BACKGROUND

Location

The City of Emeryville is located in Alameda County on the western shore of San Francisco Bay between the City of Berkeley on the north and the City of Oakland on the southeast.

History

The area where Emeryville is located was once a part of a land grant made to Don Luis Peralta in the early 1800's. Residential development began when Joseph Emery purchased the land in 1859. Early development included large estates with fine houses in a ranch-like setting. With the development of railroads along the bay, commercial uses were established and these formed the basis for the existing City boundaries and the characteristic uses. When the town was incorporated in 1896, the predominate features of the town were a race track, a large dump operation and slaughter houses. These uses were replaced after the turn of the Century with commercial and industrial developments, much of it on filled land. Today, Emeryville is predominately an industrial and commercial city in the hub of the San Francisco, Oakland, Berkeley metropolitan area.

Character

Emeryville is a small city encompassing only about 1,450 acres of which approximately 700 are under water. The current population is an estimated 4,500 persons, approximately one third of them relative new-comers (last 6 years) living in the new "Watergate" residential and commercial development on the filled tidelands west of the Eastshore Freeway (I-80). Approximately 15,000 people work in Emeryville; fewer than 1500 also live in Emeryville.

The City is governed by a five member City Council and is administered by a cabinet of department heads and a small professional staff. It has large fire and police departments for its size and a school facility superior to any in the surrounding communities. The older residential area is a mix of single family homes and small

apartment houses that blend in design, character and condition with the adjoining residential areas in Berkeley and Oakland. A small strip of retail commercial shops and stores on San Pablo Avenue is located within the City limits. Powell Street is the main east-west arterial street through the City and is the only arterial that is grade-separated from the main rail tracks. The street pattern generally accommodates the large scale, industrial uses that were sited to use rail service; consequently, there are many dead-end streets or streets that also accommodate rail traffic.

GEOLOGY & CLIMATE

Emeryville does not straddle any active earth faults but, like all areas surrounding San Francisco Bay, is susceptable to damage from earthquakes. Therefore, all construction must include engineering for seismic conditions. These conditions are covered in more detail in Vol. II of the General Plan.

Emeryville's climate is predominately the mild temperatures enjoyed by most Bay side communities - never very hot or very cold. The winter season is characterized by a marked increase in precipitate and nocturnal fog. Partly cloudy skies persist much of the time. Long spells of rain usually occur during the months of December, January and February, and occasional high winds have potentially damaging affects on unprotected, water-oriented facilities. The spring months (March to May) typically have clear days with rising temperatures but with increasing fog and light winds at night.

By late June or early July the typical summer season is in full evidence: extremely dry conditions, persistent westerlies and stratic fog. The heaviest evening fog occurs during the months of July and August with resulting cool temperatures at night. These are also the months with the heaviest occurrence of haze and smog during the day.

The fall season is usually delightful with diminishing fog, clear skies and mild temperatures day and night.

ASSUMPTIONS
AND
GOALS

ASSUMPTIONS

* Emeryville's residential population will increase. In terms of the Bay Aea and Alameda County the increase will be small but, in proportion to Emeryville's existing population, the increase could be substantial - 500 to 1500 persons by the year 2000. It is probable that the lower end of the range (500) will be achieved through present City policies that encourage the development of new housing on sites acquired by the City and, through a small amount of building on existing vacant lots. The upper range (1500) would be achieved only if:

a. The apartment/condominium demand in the Central Metropolitan Area becomes so great that areas now in the heart of the City's industrial and commercial district become economical for construction of housing and/or;

b. Portions of Oakland's residential area are annexed to Emeryville.

The City's current housing policies do not assume or encourage either of these conditions; however, should either or both occur, the City's existing municipal facilities could be adjusted to accommodate the increase in population. (Annexation is not a policy of either the City of Oakland or the City of Emeryville. Proposals for annexation have, from time to time, been proposed by citizens living in Oakland near the Emeryville City boundary.)

* Persons now living in the older, eastern section of Emeryville will want to remain in Emeryville and will do so as long as the existing pattern and character of their neighborhood is preserved.

* Emeryville will become increasingly important as a location for new commercial and industrial enterprises because of its strategic location in the urban complex if the city makes an effort to accomodate these new developments.

GOALS

The goals for the future of Emeryville are similar to those of any community whose residents or workers have a sense of identity with the community and wish to preserve it as a good place to live and work. The pursuit of these goals will, of course, be unique to Emeryville, to specific problems and specific solutions.

The stated goals are:

1. Establish and maintain an efficient and harmonious use of land within the community, accommodating both residential and business interest;

2. Develop and maintain an efficient circulation system to accommodate the movement of persons and goods to, through and from Emeryville, including rail, vehicular, and pedestrian movements;

3. Maintain Emeryville as a regional employment center;

4. Maintain the "small town" residential character of the community while accommodating change and growth:

5. Achieve a more intensive use of industrial and commercial land to maintain a solid tax base, increase employment, and conserve energy and resources.

6. Maintain a high standard of design and utilization of educational, recreational and other public facilities and a high standard of public service at these facilities.

GROWTH AND CHANGE

GROWTH AND CHANGE

Problems

A number of "problems" were identified in the 1974 issue of the General Plan. Most of these problems remain although some progress has been made in resolving them. In summary these problems are:

1. Emeryville's image is that it is a heavy industrial City and not suitable or available for new light industries and commercial enterprises. Although located in the heart of the San Francisco Bay region, Emeryville has not, until recently, been able to attract new industrial and commercial uses;

2. Large firms have been moving out of Emeryville to more efficient locations;

3. There has been a lack of development controls and criteria;

4. The circulation system is inefficient or inadequate;

5. Large physical barriers (freeway and rail tracks) separate parts of the City;

6. The old and new residential areas are separated and lack identity one with the other;

7. City boundaries pass through lots and buildings;

8. Pockets of mixed land uses encourage imcompatable developments, negligence in upkeep, and disregard for appearance or compatibility with adjoining uses.

Solutions

Current policies of the City reflect the progress that has been made in resolving some of the problems in Emeryville. The city government structure has recently been reorganized to provide more efficient administration and utilization of resources. The use of redevelopment powers to promote more efficient and productive use of available land with new commercial and residential development is just beginning to be used. An updated redevelopment plan and zoning ordinance, soon to be considered by the City Council, could provide the combination of controls and incentives needed to carry out the goals and objectives of the General Plan.

Some problems will defy solution for some time. For example, improvements to freeway interchange connections in the northern and southern parts of the City, if begun now, could not be accomplished in less than 6 - 10 years. Some large, obsolete buildings cannot be reused until the cost of converting or demolishing them is justified economically. This may be several years away. Even those land uses which have non-conforming status can continue to exist, under normal circumstances, until they are no longer economically productive.

On the other hand, a number of private efforts - rehabilitation of older buildings for commercial use and the peninsula development - have given impetus to public efforts to eliminate traffic problems, improve public facilities and, improve the general physical character of the City by the removal of blight or factors that cause blight. The combination of public and private efforts, possible through the redevelopment process, will bring about the change desired by the residents of Emeryville -- preservation of the small town character of the City while accommodating new development.

Anticipating Change

The 1974 edition of the General Plan identified twelve "Action Areas" where growth or change could be anticipated because of known plans for new development or where economic and physical factors indicated potential market interest. The status of these areas is as follows:

1. The Anchorage and Marina Expansions

The marina has been developed according to plan, including a restaurant, boat landing facility, bait and tackle sales and service, a 100-boat anchorage, a breakwater/fishing pier, and shoreline park development (planting, pathways, parking, picnic areas). Planned, and soon to be completed, are: additional parking facilities and an additional restaurant.

2. The Watergate Development

This residential/commercial development is in the second and final stages of construction. The 1250 unit residential complex has been in operation since 1972. A hotel, office tower, retail commercial center and three major restaurants are in operation. Under construction is 363,000 square feet of additional office space, all in multi-story buildings. A helicopter pad, completed in 1975, is no longer used due to cessation of service.

3. The Emeryville Market Area

Restaurants and shops are operating on the ground floor of the large, rehabilitated, low-rise building. Offices and other commercial space is available on the upper floor of the multi-story buildings. A vast parking area is available for existing and new uses.

4. The Bay

A park is being developed along the Bay, east and west of City Hall on private land. No plans have been developed for use of the land controlled by the Santa Fe Improvement Company north of the hotel/restaurant complex. Use of the area will be restricted by the policies of the Bay Conservation and Development Commission.

5. The Shellmound Area

No changes have occurred in this area. It is still considered to be a prime location for intensive commercial or industrial use. The present uses, which include a truck terminal and a steel processing/reuse facility, may remain for several years longer.

6. Hollis, North of Powell Street

Vacant and underutilized parcels in this area offer potential for new commercial and industrial development.

7. Northeast Residential Neighborhood

Residents in this area are receiving assistance from a recently approved rehabilitation program. Possible sites for new rental housing exist and are being studied for feasibility.

8. P.G. & E. Area

The Pacific Gas and Electric Company occupies approximately 13.5 acres (approximately 590,000 square feet) on Hollis Street. Approximately 75% of the area is used for open storage. The current policy of the utility company is to remain in Emeryville indefinitely. Thus, there are no immediate plans for the reuse of the site.

9. South Industrial Area

A study for an industrial park for this area was recommended in 1974. Recent market activity in the area suggests that, if any planned assembly of parcels and uses is desired, the City must act soon. A cooperative effort with the City of Oakland would be required since a large portion of the site is within Oakland's jurisdiction. The area would be suitable for lighter industrial and commercial uses.

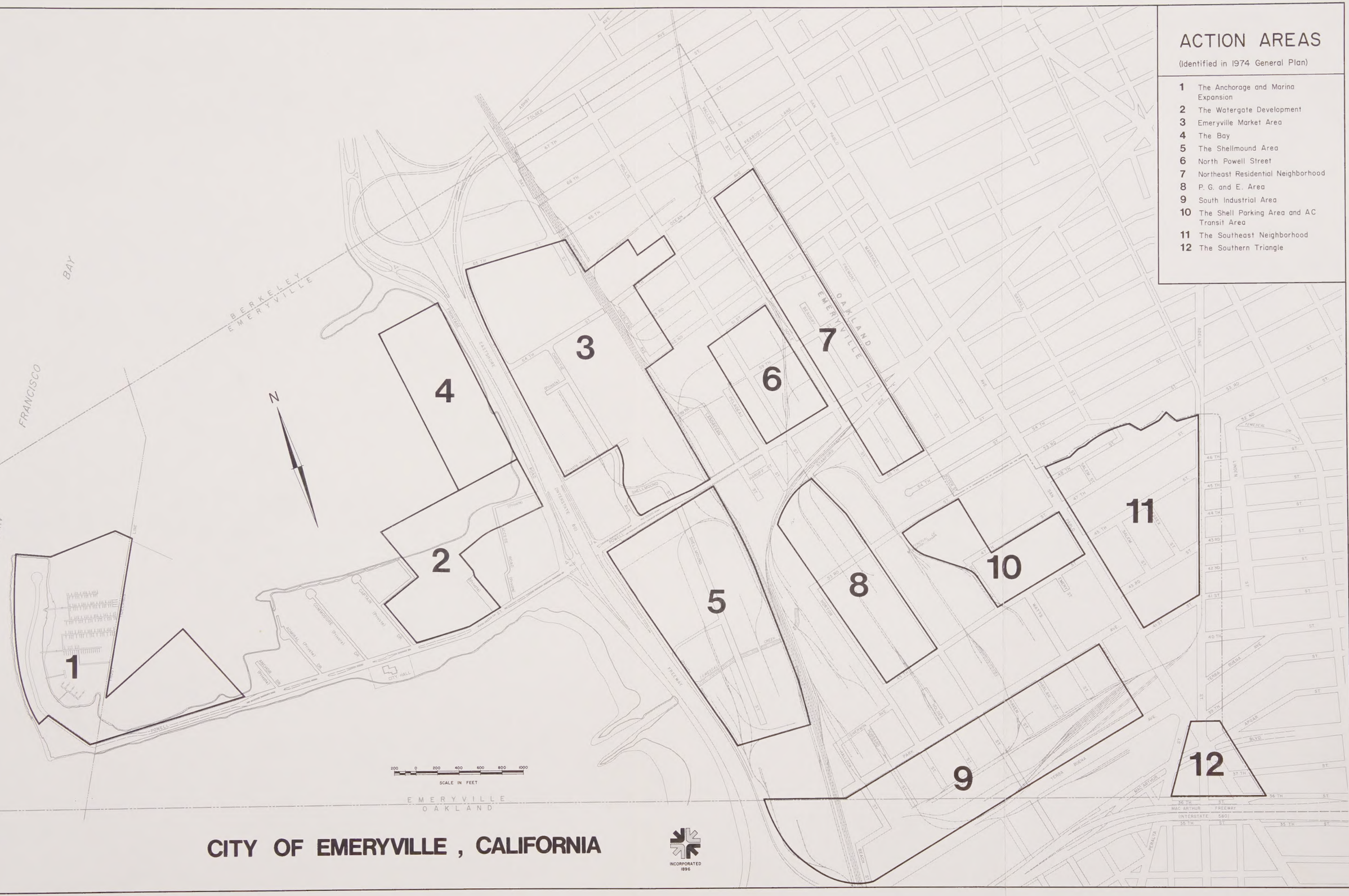
10. The AC Transit Yard and Adjacent Parcels

The AC Transit Yard adjacent to Emeryville School is used primarily for parking buses. It is possible that AC Transit will improve this facility by rehabilitation and expansion. The City should be prepared to assist and cooperate in the improvement of this important facility.

ACTION AREAS

(Identified in 1974 General Plan)

1. The Anchorage and Marina Expansion
2. The Watergate Development
3. Emeryville Market Area
4. The Bay
5. The Shellmound Area
6. North Powell Street
7. Northeast Residential Neighborhood
8. P. G. and E. Area
9. South Industrial Area
10. The Shell Parking Area and AC Transit Area
11. The Southeast Neighborhood
12. The Southern Triangle



CITY OF EMERYVILLE , CALIFORNIA

INCORPORATED
1896

LAND USE ELEMENT

LAND USE

Current Land Use

The City boundaries encompass approximately 1,450 acres, nearly half of which (700 acres) are underwater or in tidelands. Much of the land area (approximately 45%) is used for manufacturing or warehousing. Only about 13% is used for residential. Office, retail and business services occupy less than 10% of the total area.

Many of the existing land uses, such as truck terminals, maintenance yards, scrap yards and open storage yards, occupy large areas but employment is low and intensity of use is low. The most intensive commercial and industrial uses are concentrated in two areas: a) on the peninsula to the west of Interstate 80 and, b) immediately to the east of Interstate 80, north of Powell Street. High rise office buildings (10 -12 floors) in these areas characterize the "new" Emeryville. The City's development policies encourage this type of development. Reuse of old buildings is also encouraged and major reuses have occured in the Emeryville Market area, as previously noted.

The current land use, compared to 1974 land use, shows a trend toward more intensive land uses and a trend toward business services compared to industrial and manufacturing use. The area north of Powell Street, between the freeway and the main tracks, has been the focus for reuse of old buildings which include: the Emeryville market facilities, expansion of the East Bay Park facilities, a new automobile preparation center, and office development.

The first stage of the Watergate commercial complex on the peninisula was completed in 1974; the second stage is underway.

EXISTING LAND USE 1978

- Residential
- Manufacturing
- T — Trucking and Transportation
- Y — Major Storage Yards
- Wholesaling / Warehousing
- Business Service
- Office
- P — Schools / Public Facility
- Recreation / Open Space
- V/PK — Major Vacant / Parking
- I — Mixed Use*

* 1 Manufacturing/Wholesaling/Warehousing
2 Wholesaling/Warehousing/Office
3 Wholesaling/Warehousing/Business Service
4 Business Service/Office
5 Business Service/Residential
6 Office/Residential

N

SCALE IN FEET 200 0 200 400 600 800 1000

BERKELEY
EMERYVILLE
OAKLAND
SAN FRANCISCO BAY

CITY OF EMERYVILLE , CALIFORNIA

INCORPORATED 1896

The City has two residential areas, the old and the new, located on opposite sides of the City. The old residential area is low density, averaging approximately .03 persons per acre, while the new, occupying approximately 24 acres on filled land, has a density of approximately 50 persons to the acre. Housing in the older area is predominately old, detached, wood-frame structures while Watergate, where one third of Emeryville's residents live, consists of six modern, low-rise buildings arranged around common areas and facilities.

There is no "Downtown Emeryville" in the usual sense. The retail commercial area serving the residents is quite small, consisting of stores and shops along San Pablo Avenue and Adeline Street and a small complex in Watergate. There are no major food markets within one mile of the older residential area including the small market at Watergate.

Current Zoning

The basic land use zones in Emeryville are: Residential, Commercial, Industrial, Special Industrial, and Planned Development (PD). The zoning is telescoping, i.e., the Industrial Zone allows all Residential, Commercial and Industrial uses; the Residential Zone permits residences only, excepting public uses such as schools, churches and playgrounds. The Special Industrial District allows only those uses expressly described for each district. There are 16 Special Industrial Districts, all of them in or bordering on residential areas. Planned Development (PD) regulations and guidelines were used to develop the peninsula (filled land) area.

Projected (Year 2000) Land Use

The projected land use is based upon the City's current policy of protecting and preserving the older residential area while encouraging an intensive and highly productive reuse of commercial and industrial zones. This policy is and will be implemented through the redevelopment process. No further filling of the tidelands for residential or commercial purposes is anticipated. The residential area of Emeryville will not be expanded through rezoning; neither will it be reduced as a deliberate development policy .

YEAR 2000 GENERALIZED LAND USE

- Residential - Low Density / Mixed
- Residential - Planned Development
- Commercial
- Commercial - Planned Development
- Commercial / Manufacturing
- Industrial
- Marine Planned Development
- Shoreline Open Space
- P — Public Buildings / Recreation

SAN FRANCISCO BAY

BERKELEY
EMERYVILLE

OAKLAND

N

200 0 200 400 600 800 1000
SCALE IN FEET

EMERYVILLE
OAKLAND

CITY OF EMERYVILLE , CALIFORNIA

INCORPORATED
1896

The projected land use plan (Year 2000) differs from the 1974 (Year 1990), projection in several respects:

a) The shoreline north of the Watergate planned development is shown as "major open space" although the property is privately owned;

b) A portion of the area adjacent to the high school formerly shown as "Mixed Use" is now shown as "Residential" to reflect the current planned use of the area;

c) A two-to-three block area north and south of Powell Street, between Doyle and Beaudry Streets is shown as "Commercial/ Manufacturing" rather than "Residential/Industrial";

d) Most of the area between Interstate 80 and the main rail tracks (north and south of Powell Street) is shown as "Commercial/Manufacturing" rather than "Industrial/Manufacturing".

The new Commercial/Manufacturing classification will be used to promote intensive commercial and light industrial uses and to control the expansion of low intensity uses such as truck terminals, scrap yards, bulk storage, and uses that process large amounts of raw materials on the site.

Density

Density for residential uses is controlled by yard, coverage, and height requirements. There are no strictly "single family" zones in Emeryville; one or two streets perhaps have only single-family, detached houses. The pattern is mixed single-family, duplex, and triplex structures and a few structures with four or more units. Overall density is approximately 0.3 persons per acre, as previously noted.

This pattern will be maintained. It is suitable for Emeryville for it accommodates a mixture of housing needs and permits more persons to live in Emeryville than otherwise would be possible. Higher density residential use will be allowed in new planned unit developments such as the "Trust of Three" condominium development which has a density of approximately 15 persons per acre. This relatively low density standard will be maintained in residentially zoned areas. No new residential developments are projected for commercial and industrial areas although residential use is permitted under existing zoning. Under present and forseeable market conditions, Watergate type housing (high density) will not be built in Emeryville proper except in conjunction with or as a part of large-scale redevelopment projects that combine business, commercial and residential uses in an environment similiar to that of Watergate. If this kind of development should occur, housing density will be a function of the market plus consideration of environmental impact on potential residents of the development.

Development Criteria

Development in Commercial and Industrial areas is or will be controlled by redevelopment criteria. In general, these criteria are:

a) Maintain high design standards;
b) Require open space and planting in new use or reuse;
c) Provide adequate off-street parking and loading;
d) Minimize impact on vehicular and pedestrian traffic;
e) Make maximum use of the land, consistent with the above requirements.

Priority

Residential rehabilitation and improvement has been given first priortiy in the City's redevelopment program. Of equal priority, but requiring further study, is the reuse of large parcels in the industrial and commercial areas. These studies will be completed as tax increment funds become available.

REDEVELOPMENT BOUNDARY MAP

Existing Redevelopment Project Boundary

A, B, C — Proposed Redevelopment Project Areas

City Boundary

A

B

C

N

SCALE IN FEET

BAY

SAN FRANCISCO

BERKELEY

EMERYVILLE

OAKLAND

CITY OF EMERYVILLE , CALIFORNIA

INCORPORATED
1896

Interim actions to anticipate long range objectives include:

a) Preservation of rights-of-way for street improvements, open space, or major landscaping;

b) Prohibition of uses that would block maximum utilization of large sites;

c) Assembly of parcels to promote intensive new uses.

Consistency with Plans of Adjoining Cities/Counties

Emeryville is a part of a larger metropolitan area which happens to be divided into several jurisdictions. The collective and individual plans (or the lack of them) of adjoining jurisdictions may affect the development, growth, and character of development in Emeryville just as Emeryville's plans, actions or inactions may affect other jurisdictions. This is particularly true with housing choice, employment opportunities, and vehicular circulation. The General Plan, therefore, is developed in consideration of plans, forces and events in the greater urban area as well as in consideration of the unique and particular needs and desires of the citizens of Emeryville.

LAND USE POLICIES

General

1.00 Evaluate proposed zoning changes and major new development proposals using the following considerations:

- General Plan Use Policies
- Existing Land Use
- Environmental Impact
- Social Impact
- Fiscal Impact on School District and Municipal Services
- Neighborhood Resident, Merchant and Property Owner concerns

Residential

1.01 Preserve the character of the lower density (older) residential areas;

1.02 Prevent traffic and parking generated by commercial, industrial or institutional activities from being detrimental to adjoining residential areas;

1.03 Require adequate off-street parking in residential areas;

1.04 Permit new high density residential construction (40 or more persons per acre) only in planned unit developments (PUD);

1.05 Locate convalescent homes, elderly citizens housing and other extended care facilities near convenience shopping.

Commercial

1.06 Encourage commercial activities serving a regional market to locate in Emeryville;

1.07 Preserve the neighborhood (local) shopping facilities on San Pablo Avenue; encourage new business that serve the residential community to locate in Emeryville;

1.08 Require off-street parking and loading areas for commercial development adequate to prevent street congestion.

Industrial

1.09 Encourage industries which will provide modern, attractive plants which will meet applicable standards for air quality, noise generation and liquid waste disposal;

1.10 Discontinue the use of the "Special Industrial Zone" classification to permit spot industrial uses in non-industrial zones; retain the existing "Special Industrial Zones" so that the conditions of use specified for these areas can continue in force.

1.11 Improve streets and public utilities to encourage investment in new and existing industrial uses;

1.12 Restrict and discourage truck terminals from locating in industrial and commercial areas;

1.13 Require off-street loading and parking facilities in new or expanded industrial areas.

Other

1.14 Use every opportunity to improve the visual and aesthetic appearance of Emeryville through public actions, such as tree planting, acquisition of open space, and thorough design requirements for new developments;

1.15 Encourage the development of additional park/recreational facilities along the shoreline, north of the peninsula, west of Eastshore Freeway.

RECOMMENDED ACTIONS

1. Revise the existing zoning ordinance to: eliminate conflicts or ambiguities; to conform to policies of the General Plan; and, to include references to new ordinances such as noise control and sign control regulations.

2. Update and maintain a "zoning map" that accurately describes the land use permitted on each parcel or lot in the City;

3. Publish the General Plan, the Zoning Ordinance and the Zoning Map in a format suitable for general public use;

4. Institute an agressive and comprehensive landscaping program for all areas of the City;

5. Through the Redevelopment Agency, prepare programs for the "Action Areas" to achieve the best advantages for the City, getting the kind of development desired by the City;

6. Maintain a comprehensive residential improvement and assistance program;

7. Determine the extent of use of all rail lines and spurs to anticipate which are no longer used or which may soon be unneeded or unused;

8. Seek the cooperation of the East Bay Park District in the development of new park/recreational facilities along the shoreline, north of the peninsula;

9. Seek the cooperation of the City of Oakland and Berkeley in redrawing the City boundary lines to eliminate the multi-jurisdictional status of lots and parcels on the Oakland, Berkeley, Emeryville line.

10. Initiate studies of proposed Redevelopment Project Areas A, B, & C. (see Boundary Map) for possible amendment to the Redevelopment Plan.

TRANSPORTATION ELEMENT

TRANSPORTATION/CIRCULATION

Streets and Intersections

The City is served directly by the Eastshore Freeway (I-80 and I-580). The arterials serving the City are Ashby, Powell, Stanford, Adeline and MacArthur Boulevard. Arterials are streets that have an average daily traffic of 16,000 - 25,000 vehicles. Powell is the major east/west cross street and Hollis is the major north/south street.

Current volumes at congestion points are as follows:

	Average Daily Traffic *	Peak Hour*
Adeline (San Pablo Avenue at 55th Street)	5,400	380 8 - 9 a.m.
San Pablo Avenue at Stanford	26,500**	643 8 - 9 a.m 1142 5 - 6 p.m.
Hollis Ashby to West MacArthur	4,500	393 8 - 9 a.m. 506 4 - 5 p.m.
West MacArthur at Market	15,800	422 8 - 9 a.m. 594 4 - 5 p.m.
Interstate 80/580** Powell to Ashby	197,000	17,700
Interstate 80/580 Canal to Powell	213,000	18,100

*Source: City of Oakland, Traffic Engineering Department, August 1978

**Source: CAL TRANS, August 1978

STREET CLASSIFICATION

- Congested Intersections
- Freeway 168,000 - 178,000
- Primary Arterial 16,500 - 24,300
- Secondary Arterial 8,000 - 12,800
- Collector

Based on Average Daily Traffic

BAY

SAN FRANCISCO

BERKELEY
EMERYVILLE

OAKLAND
EMERYVILLE

N

200 0 200 400 600 800 1000
SCALE IN FEET

EMERYVILLE
OAKLAND

CITY OF EMERYVILLE , CALIFORNIA

INCORPORATED
1896

Problems and Solutions

The major traffic problems in Emeryville are: difficult access to and egress from Interstate 80 and MacArthur Freeway; a complicated and difficult interchange at MacArthur, Adeline and San Pablo; and, circulation of trucks within the congested industrial area. The major streets are not at full capacity but, certain intersections are congested at peak hours. These include: Powell at I-80; Powell at Hollis and Powell at Stanford/San Pablo; Hollis at Powell and Hollis at Ashby; and San Pablo at MacArthur. Three streets - 65th, 66th, and 67th- cross the main, north-south rail tracks. These crossings, while hazardous, do not constitute points of congestion and it is not likely that they will.

The streets serving the industrial area reflect policies of the past to accommodate streets to a particular use rather than conversely. Thus, there are many streets that dead-end or lead only to one user, and streets that have been informally established by use but which are not always improved and do not necessarily conform to a planned street pattern. Long term solution of circulation problems within the congested industrial area include street extensions, as shown in the Circulation Plan, and possible new freeway interchange connections. The former-street extensions - can be accomplished, in part, by taking advantage of vacant properties, rail spur rights-of-way, and removal of obsolete buildings or uses that are not permanent or fixed. Additional access to and egress from freeways to the south and west will be much more difficult to achieve. The existing freeway configuration, the position of substantial buildings at key access points and, the presence of the main tracks of the railroad companies guarantee that a new connection would be extremely costly. The state (Cal Trans), the City of Oakland and perhaps the City of Berkeley would all have to participate in and agree to the connections.

The shorter term solutions include: prohibition of on-street parking and loading, offstreet parking and loading requirements for new construction, and possible changes in truck routing, signalization and other traffic control measures.

STREET PLAN

Existing Streets

Proposed Extensions

Improved Freeway Access / Egress (Study Areas)

BERKELEY
EMERYVILLE

SAN FRANCISCO BAY

OAKLAND
EMERYVILLE

N

200 0 200 400 600 800 1000
SCALE IN FEET

EMERYVILLE
OAKLAND

CITY OF EMERYVILLE , CALIFORNIA

INCORPORATED
1896

Vehicle Circulation Improvements

Proposed street extensions and improvements include:

1. Extension of Park Street from Horton Street to Shellmound Streets;
2. Extension of Horton Street from 53rd Street to Landregen Street;
3. Extension of Landregen Street to 62nd Street;
4. Extension of LaCoste Street to Ashby Freeway exit;
5. Extension of Bay Street to 64th Street;
6. Extension of Doyle Street from Ocean Street to 67th Street along the spur track right-of-way;
7. New street from Adeline Street, across San Pablo Avenue, along rail tracks to Halleck Street.

Priority for street extensions and improvements will be established in the capital improvement program and will be reviewed annually by the Planning Commission and City Council.

Public Transportation

Emeryville is well served by the AC Transit System. Proposed new residential development will be located near existing bus stops; the existing service can handle any increase in demand as a result of these developments.

Two Bay Area Rapid Transit stations, at Ashby and MacArthur, are within 1½ miles from the center of Emeryville. A major Transit depot, located at San Pablo and Yerba Buena Avenues, provides an important local service connection to BART.

The ferry terminal connection, proposed in the 1974 General Plan, while desirable, is not financially feasible and is not shown as part of the projected transportation system. However, if ferry service should become feasible, it would compliment the projected land use and transportation system. The same is true with helicopter service.

PUBLIC TRANSPORTATION

- Proposed Bike/Walk Ways
- (ba) BART Station
- (D) AC Transit Bus Depot

Intercity Bus Service*

- 320 Fares
- 6,827 Fares
- 10,500 Fares

Intracity Bus Service*

- 279 Fares to San Francisco from Emeryville Marina
- 14,423 Fares to San Francisco

*Based on Fare Box Revenues for July 1978

57 Service from 6 a.m. to 7 p.m.

57M Service from 5 a.m. to 7 p.m.

Y 5 Trips a.m. 2 Trips p.m.

8 Trips a.m. 6 Trips p.m. 17

To San Francisco (C)(E)(F)(G)(T) Service from 5 a.m. to 1 a.m.

72 24 Hour Service

N

200 0 200 400 600 800 1000
SCALE IN FEET

EMERYVILLE
OAKLAND

CITY OF EMERYVILLE , CALIFORNIA

INCORPORATED 1896

Rails have always been a dominent feature of Emeryville. The major north/south corridor for Southern Pacific and Santa Fe railroads bisect the City. Spurs serve all parts of the industrial area and cross or use many of the streets. The need for spur tracks will gradually diminish, as it has already, because of changing use from industrial to commercial.

Pedestrian

Pedestrian traffic has not been formally accommodated in much of the City's industrial development, possibly because it was not thought to be warranted or necessary. With changing land use and more centralized parking for commercial and industrial uses, pedestrian traffic must be accommodated for reasons of safety, convenience, and reduction in use of automobiles. A pedestrian/bicycle link between east Emeryville and the peninsula has been projected. This link would require the construction of an overpass at the main rail tracks, possibly at Powell Street and an underpass at Interstate 80 or, some means of vehicle transport across the intersections. Pedestrian ways will be constructed in the park development east and west of City Hall and north and south of Powell street along the shoreline.

Consistency with Circulation Plan of Adjoining Communities

The projected vehicle circulation plans for both the City of Oakland and the City of Berkeley would neither add to or detract from Emeryville's circulation problems. This is because the major east-west through streets from Emeryville to points through and beyond Berkeley and Oakland are well established and no change is anticipated for these routes. Likewise, Emeryville's projected Circulation Plan is devoted primarily to circulation of traffic within the City and would have little affect on traffic movements in adjacent communities. If there is a substantial increase in commuters to Emeryville as result of new business development, the resulting impact on traffic routes is expected to be at access and egress points to I-80 and MacArthur freeway.

The proposed bicycle/pedestrian access from east Emeryville to the peninsula would compliment the Bikeway Plan of Berkeley and the plan of the East Bay Regional Park System for access to and use of the shoreline west of Interstate 80.

TRANSPORTATION POLICIES

2.0 Integrate Emeryville's transportation circulation facilities with those of Berkeley, Oakland, and all areas within the region, including bicycle and pedestrian facilities;

2.01 Seek ways and means to improve access to and egress from Interstate 80 and MacArthur Freeway;

2.02 Seek ways and means to improve pedestrian and bicycle access to the Marina from east Emeryville;

2.03 Extend or improve streets, where possible, to provide a more efficient local traffic circulation system;

2.04 Maintain the existing level of public transportation service, particularly to the residential areas;

2.05 Prevent, to the extent possible, the use of local streets for through traffic;

2.06 Improve local streets with curbs, gutters, pedestrian ways, bikeways, landscaping and lighting, where appropriate;

2.07 Promote the provision of bus shelters at key transfer points and major stops;

2.08 Authorize parking lots in residential areas only to serve permitted uses within the areas;

2.09 Discourage public, on-street parking for storage of cars associated with residential units;

2.10 Enforce regulations against parking on lawns and sidewalk areas;

2.11 Provide for sufficient off-street parking for new construction in low density residential areas;

2.12 Where possible, develop pathways to improve pedestrian access to and from commercial/industrial areas;

2.13 Limit, to the extent possible, the movement or parking of trucks in residential areas;

2.14 Discourage the expansion of truck terminals in the City, i.e., the maintenance and storage of large trucks;

2.15 When rail spur tracks are no longer used for rail services, first consideration for re-use should be for traffic movement and circulation;

2.16 Enforce regulations to prevent blockage of arterial streets or local streets by trucks or other vehicles, where practical;

2.17 Reduce use of automobiles for commuting to and from Emeryville through car pooling incentives, transit allowances, and other incentives;

2.18 When planning for major new developments, take into account ways to avoid or minimize impact of increased traffic at points of congestion;

2.19 Require adequate off-street parking in new commercial and industrial developments (see also policy 2-03, Land Use).

2.20 Provide accommodations for handicapped persons on streets and in public places where and as required by law.

2.21 Relinquish public ownership of existing streets to accommodate private development only if consistent with an overall development plan for the area and other provisions of the General Plan.

RECOMMENDED ACTIONS

1. Establish a capital improvement program for the improvement of streets including: street extensions, curbs and gutters, lighting and landscaping; give first priority to redevelopment project areas;

2. Conduct an up-to-date traffic survey to provide information for traffic projections and possible changes in routing, signaling, or channelization;

3. Enforce parking prohibitions on arterial streets, where necessary, to relieve traffic congestions;

4. Persist in requests to CAL TRANS and other agencies to assist the City in acquiring additional or improved access to I-80 and/or MacArthur Freeway;

5. Inventory rail usage; anticipate public uses for rights-of-way, including streets, where spurs are no longer needed;

6. Develop route and cost plans for a pedestrian link to the peninsula or alternatives such as special bus services from east Emeryville to the Marina;

7. Promote use of car pools for commuting.

HOUSING ELEMENT

HOUSING

Introduction

All cities and counties must have a "Housing Element" in the City or County General Plan. The Housing Element identifies problems, sets objectives, and establishes policies for housing.

The Emeryville Housing Element corresponds to the guidelines promulgated by the State Office of Planning and Research (Office of the Governor) and the U.S. Department of Housing and Urban Development as of August, 1978.

Emeryville's housing goals are consistent with state and regional housing policies, ie, to provide safe, adequate housing for all persons in the community and to increase the supply of housing in the community. Emeryville has a Housing Assistance Plan which is updated annually as part of the Alameda County Housing Program.

State and regional housing policies which apply to Emeryville are based upon consideration of the regional housing market and the overall housing needs in the market area. Strict application of certain policies -- "Fair Share Allocation" and "Job/Housing Balance", for example -- can result in unrealistic and even bizarre situations in Emeryville because Emeryville is not a typical residential community. The entire older residential area of Emeryville is contained in less than sixty acres, equivalent to 18-to-20 typical residential blocks in Oakland or Berkeley. The new residential area on the peninsula is contained within 24 acres. Together, the entire residential area comprises less than the typical neighborhood in Berkeley or Oakland.

Emeryville is historically a city of industry. It's original boundaries were established deliberately to separate it from large, private residential areas. There have always been more persons working in Emeryville than living in Emeryville. This remains true today. More than 15,000 persons work in Emeryville, but fewer than 1,500 persons also live in Emeryville. Yet, only one other city in the region has increased in population as dramatically as Emeryville has since 1970, more than doubling in four years.

The non-typical aspects of Emeryville must be taken into account when applying regional or state housing policies and criteria. Otherwise, housing need projection and goals for Emeryville would be unattainable and, therefore, unrealistic.

Population Changes

The current estimated population of Emeryville is 4,500 persons, a 67.9% increase since 1970.[1] Most of the cities in the Central Metropolitan Area, particularly Berkeley and Oakland, have been losing population since 1970. Albany and Alameda gained population (1.5 and 6.4 percent respectively) along with Emeryville.

The new population in Emeryville is almost all housed in the Watergate Apartments constructed in 1972. Population characteristics for Emeryville have changed since 1970, as a result, and can be summarized as follows: [2]

	1970	1978
Population	2,681	4,500
Percent Non-White	42.6	na
Percent 65 Years or older	9.7	6.9
Percent under 18 Years	29.7	29.7
Median Income (city wide)	$ 9,548.00	$ 19,866.00 [3]

---

[1] Estimates of population and housing for Alameda County, January 1, 1978. Alameda County Planning Department September 15, 1978.

[2] Estimates based upon occupancy of Watergate as of September, 1978.

[3] U.S. Department of Housing and Urban Development, Area Office, estimate as of July, 1978, for Emeryville, exclusive of Watergate, was $15,888. Watergate, as of September, 1978, was estimated to be $23,855.

While there appears to be several changes in population characteristics since 1970 that would have a bearing on housing need, only one is significant -- fewer families with children. This is evidenced by a steady drop in school enrollment. All other changes are caused primarily by the addition of the Watergate Apartments -- higher median income and smaller percentage of elderly. Thus, the population characteristics in the older residential section, particularly those that are taken into consideration for housing needs, are relatively unchanged since 1970, except as noted.

Population projection is in the range of 500-1500 by the year 2000. Projection to the year 1985 is 4800 persons. The 1985 projection is based upon an estimate of the number of new units that could be reasonably expected to be built in Emeryville during the period 1979-1985.

It is anticipated that the market demand for housing will continue to be for 1 and 2 person households. It is and will continue to be a policy in Emeryville to counter the market trend by encouraging construction of family oriented housing to keep families in Emeryville.

Housing Supply

The dramatic increase in the housing supply in Emeryville since the 1970 census results from the addition of 1,249 rental dwelling units on the peninsula (Watergate). Total housing units as of October, 1978, was an estimated 2240, of which only 485 (22%) were owner-occupied.[4] New projects planned for City-acquired sites will add approximately 140 units of owner-occupied family housing. Two additional sites are being considered for housing.

The total number of rental units in Emeryville is estimated to be 1755 or approximately 80% the total housing supply. The watergate apartments are being converted to condominiums. When this conversion is completed, the number of rental units inthe City will be reduced by as many as 1,249 units. The conversion of these units to condominiums will have little impact on the low income rental market since none of the units are in the low income rent ranges, but most are in the middle income range.

---

[4]Emeryville Housing Assistance Plan, 1979-1981, August, 1979

Approximately 35% of the single family, duplex and triplex houses in Emeryville have absentee owners. This pattern of absentee ownership is comparable to the adjacent residential areas in Oakland and Berkeley.

SUMMARY OF HOUSING SUPPLY/CONDITIONS*

	Housing Units	Suitable for Rehab
Total Housing Units Available	2240	341
Substandard Units	(501)	(341)
Standard Units	(1739)	
Total Occupied Units	2191	335
Substandard Units	(487)	(335)
Standard Units	(1704)	-
Total Owner Occupied Units	464	123
Total Renter Occupied Units	1727 **	212
Vacant Available Units	49	6
Substandard Units	(14)	(6)
Standard Units	(35)	-

* From Emeryville Housing Assistance Plan, October, 1978
**Figure will be reduced by as much as 1249 with the conversion of the Watergate apartments to condominiums.

Vacancy Rate

In 1970, approximately 80 housing units were found to be vacant year round, a 7% vacancy rate. Most of the vacant units were absentee-owned and in poor condition. Some of these units (8-10) have been rehabilitated (minor) and occupied. Others have been torn down. Approximately one-third remain vacant. Some can be rehabilitated but 8-10 units will eventually be razed.

The current standard vacancy rate is 2.0% (Emeryville Housing Assistance Plan, 1979). Vacancies in non-standard units is estimated to be 3-4%. Some of these units are not availabile on the market.

Housing Condition and Characteristics

Most of the housing in the older (eastern) residential area is detached, wood frame structures, set back from the street with front and rear yards. Much of it is old. Very little new construction has taken place during the past 10 years even though there are a number of vacant lots available. The housing nearest to intensive industrial and commercial uses (between Doyle and Vallejo Streets) is, not surprisingly, the most deteriorated, although there are one or two pockets of badly deteriorated housing in other areas.

The new housing in Watergate consists of studio, one, and two bedroom units in six, low rise structures. Housing to be constructed in the "Trust-of-Three" site will be primarily family units in low rise structures. With the completion of these units, nearly one half of the population of Emeryville will live in structures that are ten years old or less.

Table 1 is a summary of housing types in Emeryville. The pages following show the location of structures by size in the older residential areas and the condition of structures for the same area. The information is from the 1976 Housing Rehabilitation Study by Paul Wang and Associates.

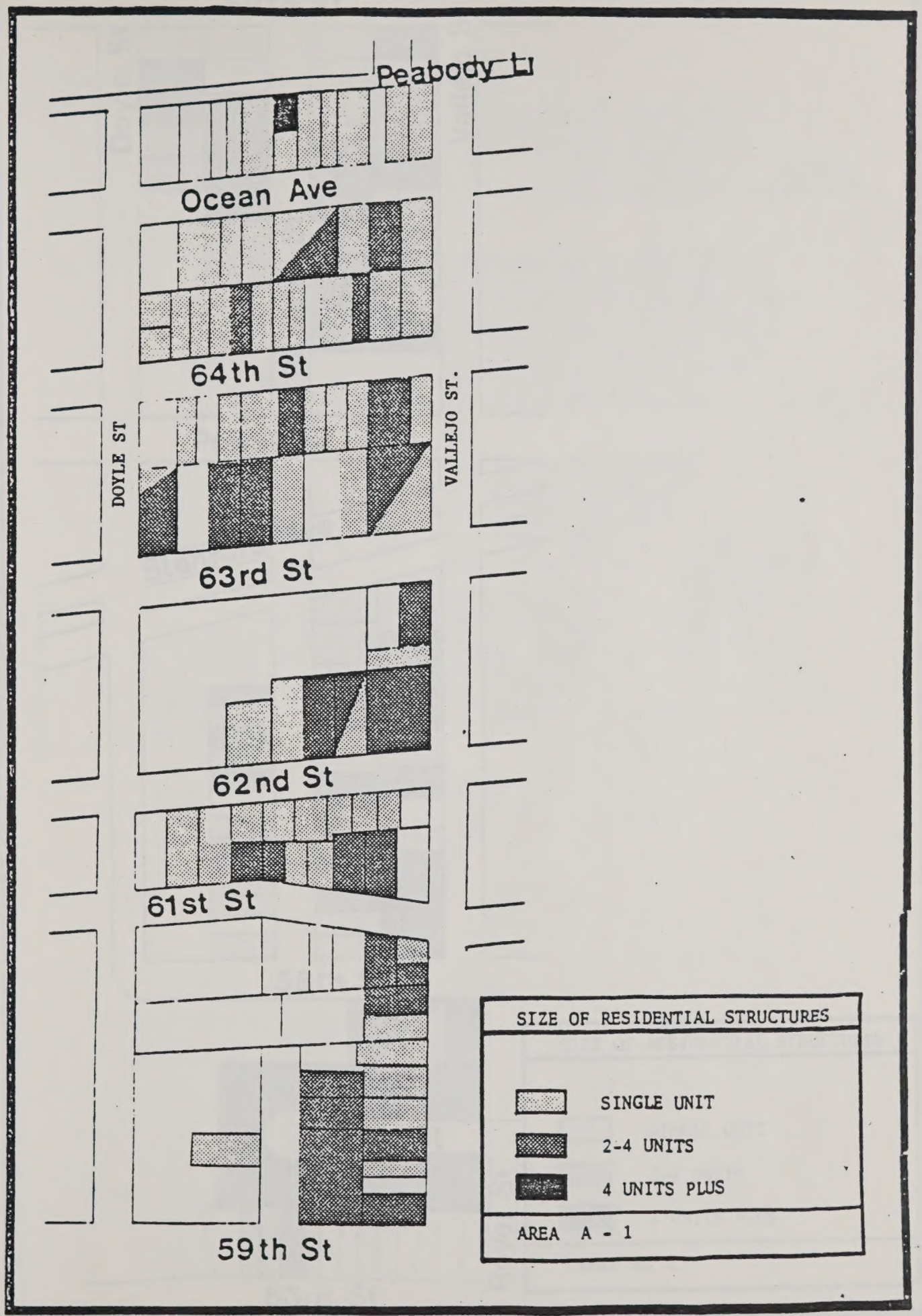
EMERYVILLE HOUSING TYPES
NUMBER OF STRUCTURES/% OF TOTAL

Area A	A. Good	B. Fair	C. Poor	TOTAL
Owner-Occupied				
I. Single Family	18/10%	3/ 2%	2/ 1%	23/ 13%
II. 2/4 Units	8/ 4%	3/ 2%	-0-	11/ 6%
III. Multi-family	-0-	-0-	-0-	-0-
Absentee-Owner				
IV. Single-Family	36/20%	31/17%	9/ 5%	76/ 42%
V. 2/4 Units	37/21%	12/ 7%	6/ 3%	55/ 31%
VI. Multi-Family	12/ 7%	1/ 1%	2/ 1%	15/ 8%
TOTAL	111/62%	50/28%	19/10%	180/100%

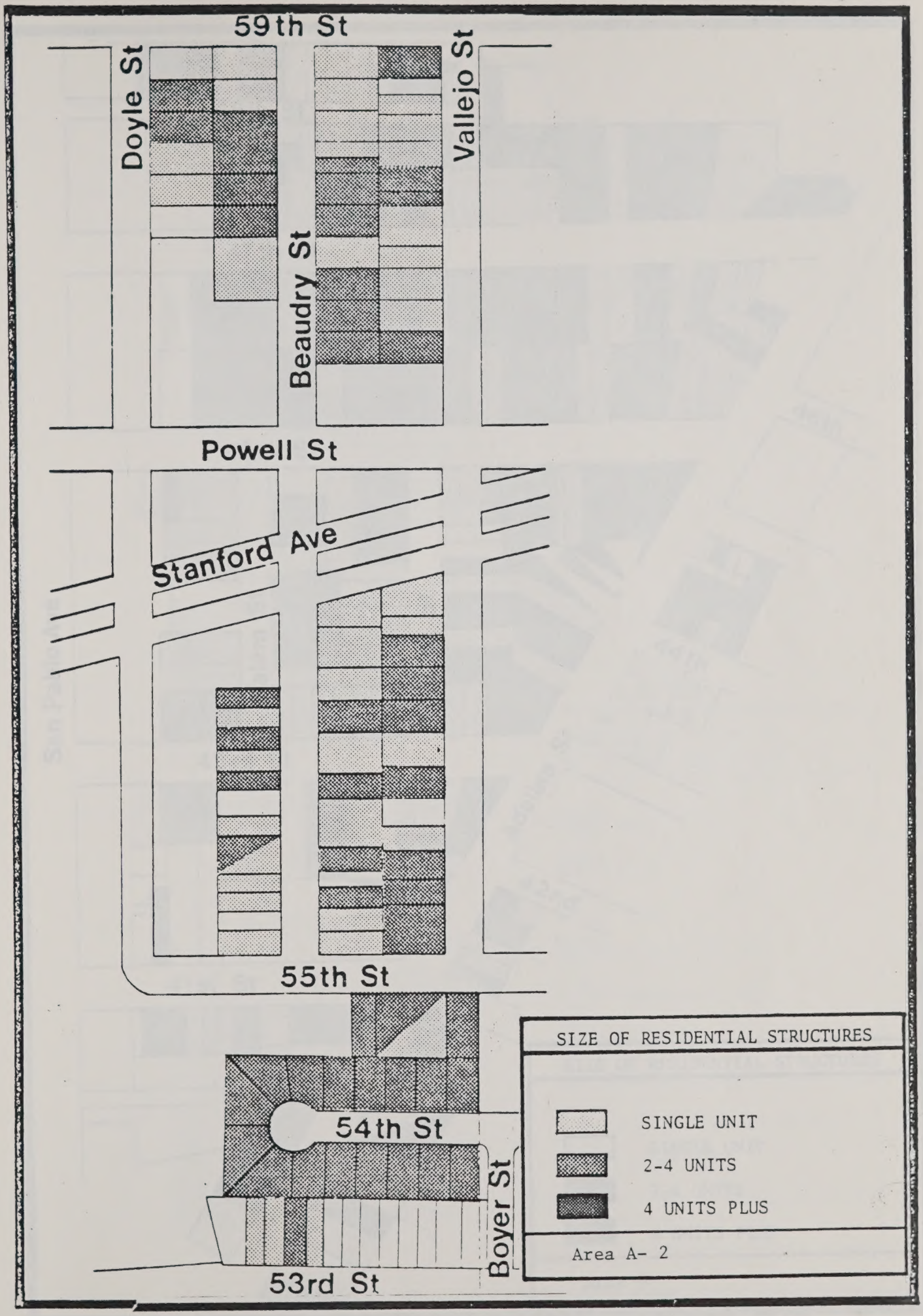
Area B				
Owner-Occupied				
I. Single-Family	26/11%	3/ 1%	-0-	29/ 12%
II. 2/4 Units	8/ 3%	2/ 1%	-0-	10/ 4%
III. Multi-Family	-0-	-0-	-0-	-0-
Absentee-Owned				
IV. Single-Family	61/26%	21/ 9%	1/1%	83/ 35%
V. 2/4 Units	65/28%	19/ 8%	3/8%	87/ 37%
VI. Multi-Family	23/ 9%	4/ 2%	2/1%	29/ 12%
TOTAL	183/77%	49/21%	6/2%	238/100%

Watergate (Projected)	
Owner-Occupied	
I. Studio	283/22.9%
II. 1-Bedroom	742/59.4%
III. 2-Bedroom	221/17.7%
TOTAL	1249/100%

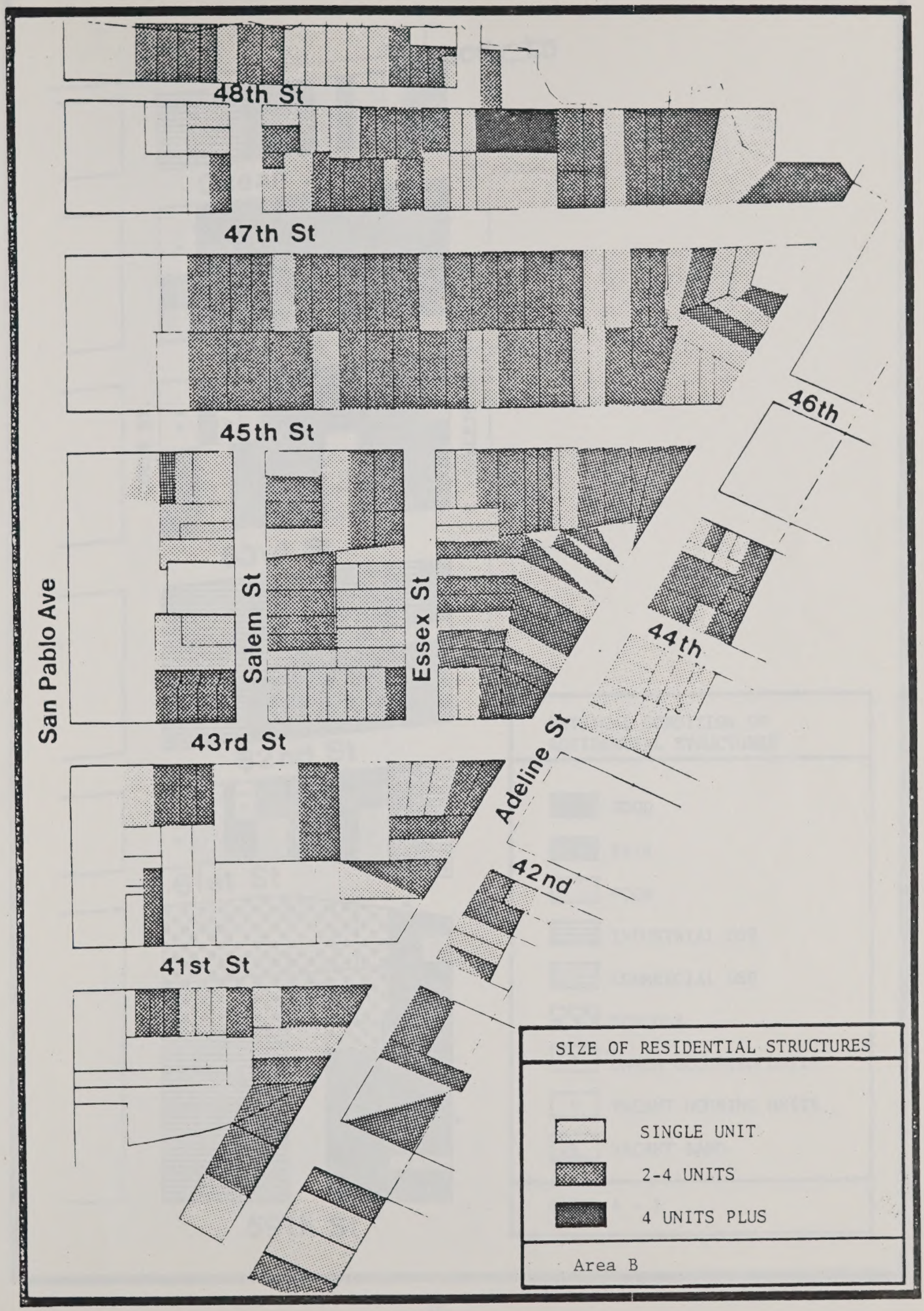
TABLE 1


Peabody Ln
Ocean Ave
64th St
DOYLE ST
VALLEJO ST.
63rd St
62nd St
61st St
59th St
SIZE OF RESIDENTIAL STRUCTURES
SINGLE UNIT
2-4 UNITS
4 UNITS PLUS
AREA A - 1

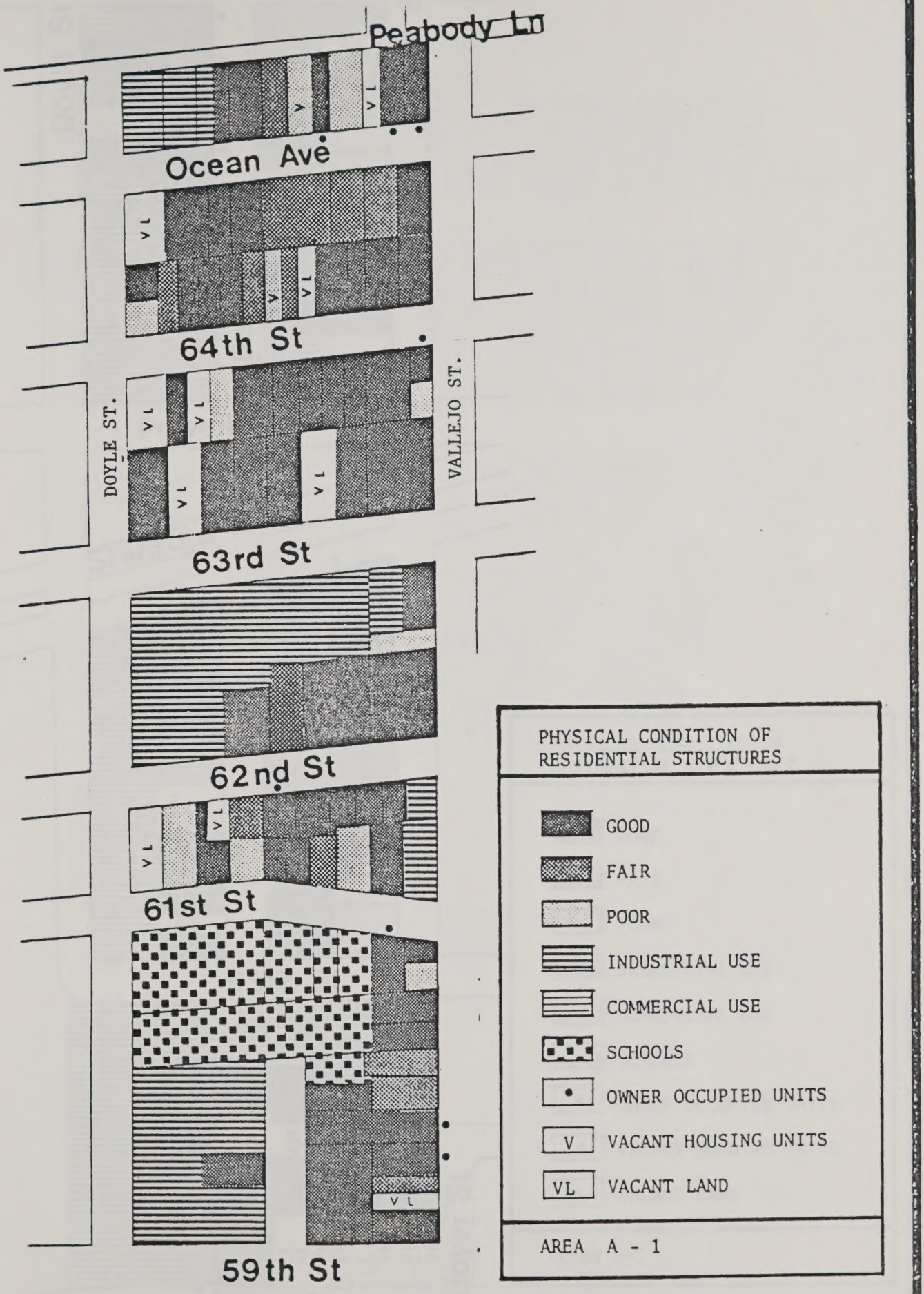


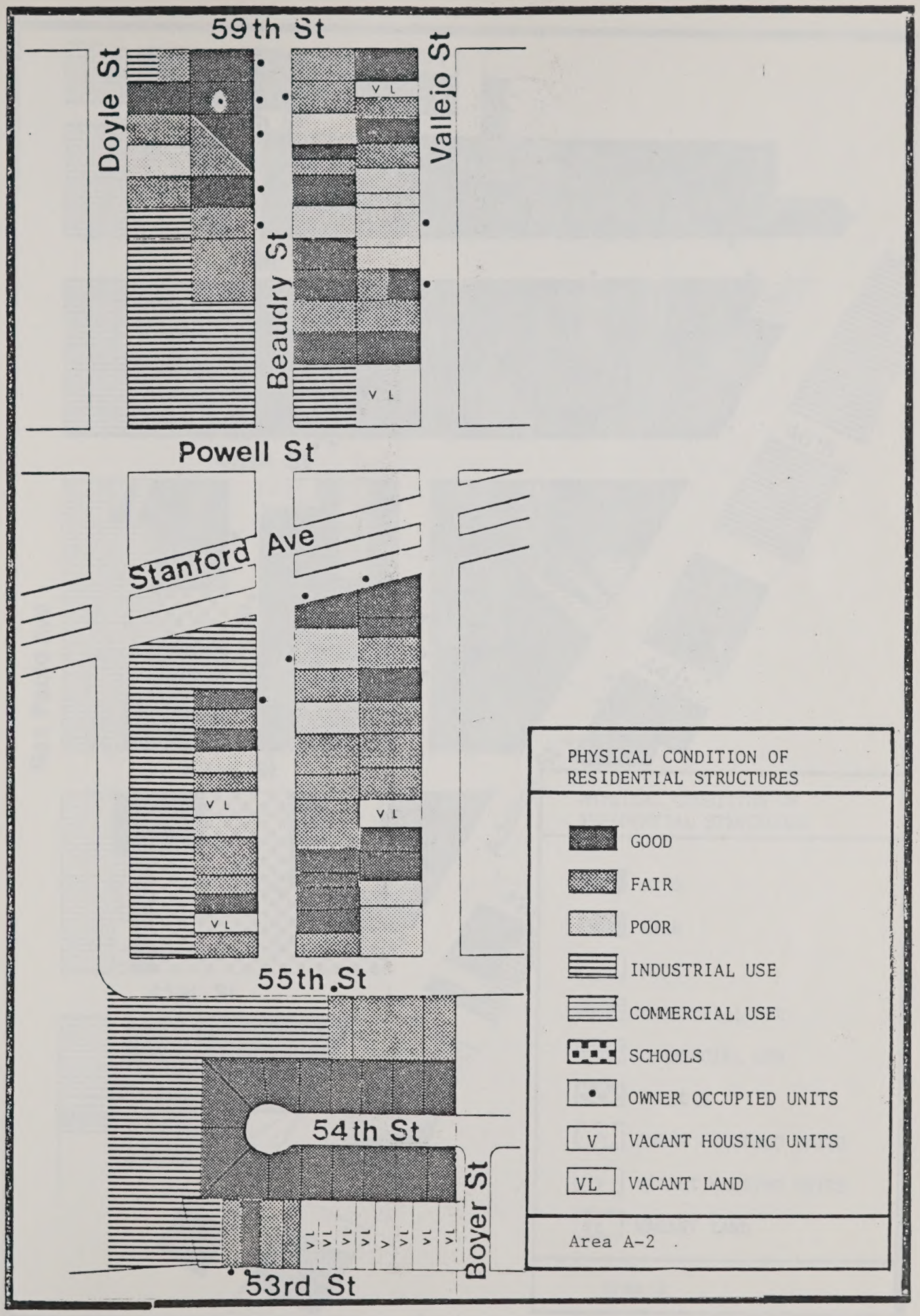

59th St
Doyle St
Beaudry St
Vallejo St
Powell St
Stanford Ave
55th St
54th St
Boyer St
53rd St
SIZE OF RESIDENTIAL STRUCTURES
SINGLE UNIT
2-4 UNITS
4 UNITS PLUS
Area A- 2

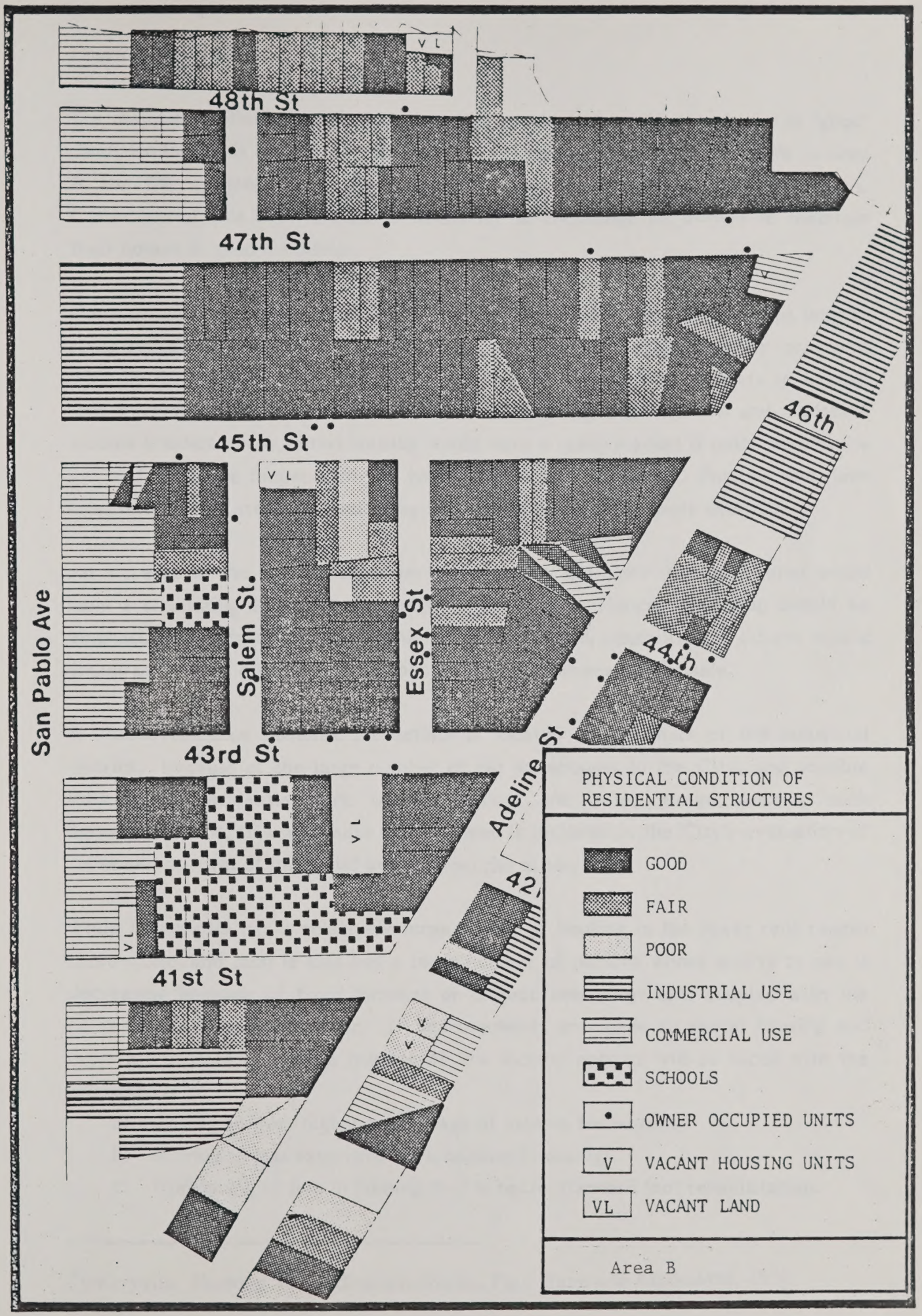



48th St
47th St
45th St
46th
San Pablo Ave
Salem St
Essex St
44th
43rd St
Adeline St
42nd
41st St
SIZE OF RESIDENTIAL STRUCTURES
SINGLE UNIT
2-4 UNITS
4 UNITS PLUS
Area B




Peabody Ln
Ocean Ave
64th St
63rd St
62nd St
61st St
59th St
DOYLE ST.
VALLEJO ST.
V
VL
PHYSICAL CONDITION OF RESIDENTIAL STRUCTURES
GOOD
FAIR
POOR
INDUSTRIAL USE
COMMERCIAL USE
SCHOOLS
OWNER OCCUPIED UNITS
VACANT HOUSING UNITS
VACANT LAND
AREA A - 1


59th St
Doyle St
Beaudry St
Vallejo St
V L
V L
Powell St
Stanford Ave
V L
V L
V L
55th St
54th St
Boyer St
53rd St
PHYSICAL CONDITION OF RESIDENTIAL STRUCTURES
GOOD
FAIR
POOR
INDUSTRIAL USE
COMMERCIAL USE
SCHOOLS
OWNER OCCUPIED UNITS
V VACANT HOUSING UNITS
VL VACANT LAND
Area A-2


48th St
47th St
45th St
43rd St
41st St
San Pablo Ave
Salem St.
Essex St
Adeline St
46th
44th
42
V L
V
PHYSICAL CONDITION OF RESIDENTIAL STRUCTURES
GOOD
FAIR
POOR
INDUSTRIAL USE
COMMERCIAL USE
SCHOOLS
OWNER OCCUPIED UNITS
V VACANT HOUSING UNITS
VL VACANT LAND
Area B



Housing Needs

The majority of the houses in both the older residential neighborhoods are in "good" condition (60-70%)[4]. The most deteriorated houses are absentee owned (10% in Area A and 2% in Area B)[4]. These are scattered throughout the residential area. Correction of this deterioration is necessary to encourage all owners to maintain their houses in good condition.

Many persons who rent would like to stay in Emeryville and will do so as long as rents remain in the low and moderate income bracket. Rehabilitation programs must be designed to provide improvements at the lowest possible costs to forstall rent increases that would remove some of the housing from the low and moderate income bracket. New rental housing would have a ready market if rents were in the low and moderate range; such will not occur without subsidies. Persons who have been renting in Watergate would stay if comparable facilities were available.

An increase in the number of owner-occupants in the older residential area would have a stabilizing effect on the neighborhood areas. Hence, ownership should be emphasized in city-assisted or sponsored programs and, rehabilitation efforts should encourage sale of houses to owner-occupants when houses are for sale.

A studio/residence complex for artists is located in the heart of the industrial district. Because of the large number of old warehouses in the City, and possible interest in residential/work use by artists and other groups desiring such accommodations, this particular housing need is included in the City's evaluation of reuse and renewal of industrial and commercial areas.

While Emeryville has a relatively large supply of housing in the lower rent ranges ($200 month and less) it also has a large number of persons whose ability to pay is decreasing because of fixed incomes or chronic unemployment, coupled with the decreasing value of the dollar. If improvements are made to rental housing and rents are increased, a large number of low income persons will be faced with the alternatives of:

a) Paying an even higher percentage of income for housing;
b) Moving to less expensive (or subsidized) housing;
c) Continuing to live in housing that is below standard (not rehabilitated).

---

[4]Emeryville Housing Rehabilitation Study, Paul Wang and Associates, 1976.

HOUSING SUPPLY/ABILITY TO PAY

Selected housing statistics from the 1970 Census:

Total housing units (excludes Watergate)	1192
Number of structures "good" condition	294 [4]
Number of structures "fair" condition	99 [4]
Number of structures "poor" condition	418 [4]
Median rent	92.00/mo
Vacancy Rate (annual)[5]	7.5%
Number of units overcrowded	99
Total households	1109
Median household income	$ 9548
Number of households with income less than median	499
Number of households paying more than 25% of income for housing	332 (20%)
Number of persons with fixed incomes of $1500 per year or less	269
Number of persons 18 years old or less	871
Number of persons 60 years old or more	421
Number of 1 - person households	418

---

[4] Emeryville Housing Rehabilitation Study, Paul Wang & Associates, 1976.

[5] The majority of the vacancies in the older residential area were deteriorated, permanently-vacant houses.

HOUSING ASSISTANCE NEEDS OF LOWER - INCOME HOUSEHOLDS[6]

Status of Households Requiring Assistance	All Households				All Minority Households			
	Totals	Elderly & Handicapped	Small Family (4 or less)	Large Family (5 or more)	Total	Elderly & Handicapped	Small Family (4 or less)	Large Family (5 or more)
A. Total Owner Households	136	35	95	6	70	19	46	5
Percentage of Total by Household Type	100%	25.7%	69.9%	4.4%				
B. Total Renter Households	520	72	333	115	280	40	179	61
Percentage of Total by Household Type	100%	14.3%	64.2%	21.5%				

[6]Emeryville Housing Assistance Plan, October, 1978. Owner occupied households in need of assistance was determined by income of $5000.00 or less in 1970. Rental households in need of assistance was determined by comparison of gross rents paid to the Alameda County Housing Authority "Table of Gross Rent" as 25% of net income. Household categories were derived from the 1970 census. Of the total renter households, more than one half (247) are female headed households and, of these, thirty three (33) are elderly or handicapped.

In 1970, Emeryville had a need for more housing in the low and moderate income range. This is still true. The construction and occupation of the Watergate apartments since 1970 has not changed the housing situation in the older, eastern section of Emeryville. The Watergate units are all in the medium-to-high income range and they are located on the peninsula, completely separated from the older residential section. Only two units of new housing have been constructed in the older residential area since 1970.

As was true in 1970, approximately 20% (656) of the households in Emeryville are in the "housing assistance need" catagory.* Approximately 20% of these households (121) are large families. Another one third (145) are elderly, most of whom live on fixed incomes. These needs will be addressed in current and planned housing assistance programs for the City. A projection of the anticipated housing needs for households with "below market" ability to pay is presented under Fair Share Allocation, below.

Also to be addressed in the City's housing assistance programs is the need for rehabilitation of existing housing units. A study conducted by the City in 1976 indicated that 359 of 1195 units constructed before 1970 are dilapidated and require major rehabilitation. Average cost of rehabilitation was estimated to be $17,000. An additional 341 units could be upgraded at an average cost of $10,000 per unit. [4] The current market price for these units (several are for sale) is between $20,000 and $60,000, low for the metropolitan area but high in terms of the cost of rehabilitation. A large percentage of these units are absentee-owned. Given the cost of rehabilitation, most owners will not elect to do any major work on their units.

---

[4]Emeryville Housing Rehabilitation Study, Paul Wang & Associates, 1976.

*Emeryville Housing Assistance Plan, October, 1978.

Related problems are:

1) The high interest rates for housing loans;
2) The failure of many owners to qualify for loans at market prices;
3) Rehabilitation, if accomplished, tends to increase rents substantially;
4) The high unemployment rate for the eastern residential section continues (11.8% in March, 1978);
5) The lack of market interest in older Emeryville as a place to build new, market-rate or subsidized housing;
6) Lack of suitable sites for new housing.

"Fair Share" Allocation

The State, through the Department of Housing and Community Development, has prepared a "fair share" allocation plan for distributing the responsibility for providing for the housing needs of "non-market rate households". Each government unit, (cities and counties) is given a fair share allocation which must be addressed in the Housing Element of the General Plan for the city or county. The allocation pertains to households, not housing units. Non-market rate households are households that do not have the financial capability to meet their housing needs without sacrificing other essential needs. This is defined as households with incomes less than 80% of the current median income for the area ($15,000). The allocation is in the form of percentages and is to be applied to the projected population for 1985.

The fair share model developed for use in the ABAG (Bay Area) region starts from the assumption that all localities should share equally in the pursuit of the goal of decent, affordable housing for all. On this basis, the "same share" allocation has been calculated to be 35%. However, since circumstances vary from jurisdiction to jurisdiction, adjustments should be made to reflect these varying circumstances. This becomes the "fair share".

The percentage allocation for Emeryville is 35.9 (adjusted)[6]. This percentage was calculated on the basis of the 1970 census and includes the Watergate units.

---

[6]Fair Share Plan for the Cities and Counties of the ABAG Region, State Department of Housing and Community Development, February 15, 1979. Adjustment to include Watergate - October, 1979.

"Fair Share" Projections:

Current Population (est.)	4500
Current Households (est.) (1.9 persons per household)	2358
Current Households in non-market category	611
Projected population, 1985[7]	4800
Projected Households (4800 ÷ 1.9)	2526
Projected Households in non-market category 2526 X 35.9 (Fair Share Rate)	907

By Category:	Current	Projected	Difference
Non-Market rate households, total	611	907	296
Non-Market rate households, Elderly (36%)[8]	(220)	(326)	(106)
Non-Market rate households, Family (53%)[8]	(324)	(481)	(57)
Non-Market rate households, Large Family (11%)	(67)	(100)	(33)

Adjustment for Unmet Need:

Non-Market Rate households in 1970	611
Existing need (ABAG Estimate)[9]	494
Met need (non-market rate)	117
Percentage met need	19
Projected met need (19%)	147
Fair Share need, projected	907
Unmet need unadjusted	760
Unmet need, adjusted (575 - 90)	670[10]

---

[7]Based upon expected combined City and market activity to construct new housing units. (See "market & government constraints")

[8]Regional averages used by State Department of Housing & Community Development.

[9]Based upon a rent range of $40 month to $200 month, compared with ability to pay, 1978-79. Figure includes persons living in substandard structures.

[10]Adjustment based upon anticipated major rehabilitation of structures at the rate of 30 structures per year.

Future Market Needs/Market & Governmental Constraints:

There are a number of buildable, vacant lots in the residentially zoned area of Emeryville (refer to charts, "Physical Condition of Residential Structures".)

Housing Sites

The sites potentially available for housing development include the following:

Location	Acres/Lots	Approx. No. Units
"Trust-of-Three" (adjacent to Emery High School)	7.6	112
"Butner Site" (near Hawley Elementary School)	3.5 ac	50
Area A-1 (Between 59th Street and Peabody Lane)	5 lots, 4 units ea.	20
Area A-2 (Between 59th Street and 53rd Street)	1 lot, 2 units 12 lots, 2 units ea.	2 24
Area B (San Pablo/Adeline Triangle)	2 lots, 20 units ea. 4 lots, 2 units ea.	40 8
	Sub total	268
Replacement of razed housing	3-4 lots	20
	Total	288

The estimate of the potential number of new units that could be built on these vacant parcels is based upon the assumption that new housing units will be built at a density of two-to-four times higher than the existing density in the scattered 2-to-20 units sites and 15-to-20 times the existing residential density on selected, planned unit sites. All identified sites are on flat terrain and have utility connections in place.

There are only two residential zones in Emeryville, "Residential" and "Planned Residential". Residential units can be built in commercial and industrial areas under existing zoning. Other than the two sites recently purchased by the City -- Trust-of-Three and Butner -- there are few potentially available housing sites at the fringe of the industrial area. Density in the residential areas is governed by minimum set back, rear yard, lot coverage and off-street parking requirements.

New units may be built, from time to time, to replace housing that is razed. If this occurs, the net increase in housing would be an estimated 10 to 20 new units.

Although there are a few vacant parcels in the industrial section, these sites are not suitable (nor economical) for housing construction; housing on these sites would be isolated, completely surrounded by industrial uses. The only prospect for new housing in the industrial section is the remote possibility that a large-scale redevelopment of a self-contained site will become feasible which could include a high-rise residential structure. If such should become feasible, and there are many adverse economic and environmental factors working against it, the housing would be expensive, high density, and small units (1-2 bedroom). It is the City's policy to explore the possibilities for redeveloping large parcels that could include housing. However, the fixed features of the existing land use in Emeryville -- heavily used rail facilities, large, heavy industrial uses, major freeway (I-80 and I-580), all contained in a very small area -- do not provide a desirable environment for housing.

The exception to the above is the artist/studio complex in the industrial area where approximately 100 persons live and work. It is the City's policy to permit this mixed use to continue under special use permits.

Housing Costs

As of June, 1979, single family houses could be purchased in Emeryville in a range of $25,000 to $75,000. Most of these homes needed some rehabilitation. Even so, the price was generally lower than for comparable houses in Berkeley or Oakland. Rents in June, 1979, ranged from a low of $125.00 a month for a one bedroom unit to $500-plus for a Watergate apartment.

There has been no recent history of housing construction costs in Emeryville. A planned condominium development, on a City provided site (Trust-of-Three), scheduled for completion in 1980, provides the most accurate estimate of new housing costs. This development, Emery Bay Village, will be all owner-occupied 2-4 bedroom condominum units with community facilities and common open space and recreation areas. Projected cost for a 3-bedroom unit is as follows:

Land Costs	8,875
Construction Costs	66,620
Marketing	4,500
Financing	1,305
Other	1,700
Total	$83,000

Local Government Constraints

Emeryville uses the Uniform Housing Code as a standard for building construction. The zoning regulations are minimal: 5 ft. front and rear yard minimum; 60% lot coverage; no height limit, per se; and one-for-one parking. Regulations are more restrictive in planned community development zones; however, there is only one such zone (Watergate) and it is developed. Contemplated new zoning regulations would be more restrictive in off-street parking requirements and would have a higher rear yard minimum. Emeryville has and will maintain a single, all inclusive residential zone which will permit a mixture of single family and multifamily structures, regulated only by the minimum lot coverage, front and rear yard requirements and parking. Permit and use applications can be processed quickly in Emeryville due to low volume.

Jobs/Housing Balance

State and regional (ABAG) housing policies include efforts to reduce energy consumption by promoting a "balance" of jobs and housing in local areas. Strictly applied to Emeryville, a balance of housing and jobs would occur only if a substantial number of housing units were built (5,000 or more!) or the number of jobs reduced. Both of these measures are untenable. The projected 250-350 new units for Emeryville can be built only if large parcels, formerly in industrial use, are utilized, as planned. Further residential development of land zoned for industrial use could only occur at the expense of jobs and, at a cost that would only be justified by a high return in rents or sales. Under present state and federal policies, units of this type would probably not qualify for subsidies or assistance. The job/housing balance criteria can be used in Emeryville only in the context of the region. Emeryville's industries provide jobs for 10,000-14,000 persons living outside of Emeryville. It cannot provide more housing than is planned and, it would be unrealistic to project the possibility.

HOUSING PROGRAMS

The City's current efforts to improve the quality and availability of housing in Emeryville follow the Housing Policies stated in the General Plan.

New Housing: Construction of 250-350 housing units in the older residential section is the City's goal for new housing over the next 5-to-10 years. This goal is based upon the theoretical availability of buildable sites in suitable locations. The first 112 units, scheduled to be completed in 1980, will be owner-occupied housing. A suitable location has been found for 20 units of public housing and other sites are being investigated for 20 additional units.

The new family housing scheduled for 1980 is family oriented housing (2-4 bedrooms) in a condominium arrangement. These units will be sold first to Emeryville residents and second to Emeryville employees, ie, persons working in Emeryville. The price, which will be in the range affordable to moderate income families ($70,000 -$100,000), was made possible by the City's purchase of the site and provision of financial backing for the development. The planned public housing (20-30 units) will be built by the Alameda County Housing Authority on a City-owned site in the northern section of the residential area. A sponsor is being sought for a site suitable for 30-40 units of subsidized housing using federal and state programs, if available. Private construction on individual lots will be encouraged, primarily through the City's efforts to improve and maintain the quality of housing in the older neighborhood. No new residential construction is possible in the peninsula (land fill) area of the City.

Rehabilitation: A comprehensive housing rehabilitation program was begun in 1977. The program includes:

a) A painting assistance program (paint and labor, in some cases, furnished by the City);

b) A rehab loan program funded through the U.S. Department of Housing & Urban Development for low-income owners;

c) A rehab loan program utilizing low interest loans (3-3/4% to 7%) through local lending institutions and the City's Housing and Community Development program for all 1-to-4 unit structures, regardless of condition;

d) An emergency grant program to correct immediate hazardous conditions;

e) A smoke detection program (for low-to-moderate income families);

f) A physical improvement program including removal of debris and junk;

g) A Home Counseling Program for potential homeowners or loan applicants.

The rehabilitation program is voluntary but City rehabilitation staff takes the initiative in developing interest in and participation in the program. Owners of houses suitable for rehabilitation are encouraged to investigate the use of available loans through a preliminary assessment of rehabilitation needs. The professional counseling services employed by the City augment City staff efforts to encourage participation in the rehabilitation loan program. Beginning in November, 1979, there will be a concerted effort to publicize the rehabilitation program through spot radio announcements and newspaper ads. This advertising will be followed by a series of workshops, beginning in 1980, for persons interested in housing and housing related issues. These workshops will be presented through a cooperative effort of City staff and established neighborhood improvement associations.

The rehabilitation program is but a part of a Neighborhood Revitalization Strategy for the older residential area. The long-term objective of the Strategy is to create and maintain an attractive and safe neighborhood environment. Short-term objectives (1979-1982) include:

Rehabilitation of 100 housing units;

Painting of 144 housing units;

Repair of streets with priority to Vallejo, Beaudry and Doyle Street;

Elimination of weeds, junk and debris from 48 residences (yards and streets);

Planting of trees with priority to streets that adjoin commercial and industrial areas;

Developing work programs for neighborhood improvement with neighborhood organizations;

Priority has been given to the painting program to foster interest in and incentive for private rehabilitation efforts. The painting program has also provided work for youths classified as "hard core" unemployed. To date, 41 units have been painted and an additional 30 applications have been received. The goal is to extend the program to all eligible participants which is estimated to be 200 units or more.

The rehabilitation loan program is well under way. To date, there have been eight applications for the HUD 312 type loan and six applications for the locally funded, low interest loans. The high cost (amount) of rehabilitation for many of the units needing rehabilitation is discouraging and some owners are not willing to invest the amount required. Funds have been budgeted to explore alternate methods of providing incentives for rehabilitation including: purchase by the City for rehab and resale; providing direct grants to certain owners (elderly on fixed incomes); and, a concentrated code enforcement program. Other incentives include: construction of clusters of new units in the older residential areas (Trust-of-Three and Butner site); a major landscaping and open space treatment to buffer between industrial and residential uses; off-street parking requirements, enforcement of removal of wrecked cars and other discarded objects from the residential streets, and, encouragement to business that cater to local, residential shopping needs.

Affordable Housing

Of the identified housing needs in Emeryville, the most difficult to meet will be housing for persons whose incomes are too low to afford available market housing. The available State and Federal programs for rent assistance are governed by allocations to areas (counties). Funds for these programs are quite limited (1979). Emeryville has applied for or will apply for the following "Section 8" programs:

Housing for Elderly (new contruction)	50-60 units
Public Housing (new construction)	20-30 units
"Finders Keepers" (rentals)	20 units

A non-profit sponsor for elderly housing under the Sec. 202 Housing Program will be sought; however, prospects for sponsors are not good since Emeryville has no churches or other institutions that typically sponsor such programs. The Emeryville housing staff will solicit possible interest from sponsors outside Emeryville.

Other efforts that may contribute to reducing the gap between housing costs and affordability include:

a) Encouraging the building of new subsidized units by improving the physical and functional quality of the existing neighborhood areas (see "Resources and Implementation");

b) Relocation assistance, if households are forced to move as a result of City actions;

c) Job Training and job placement programs to raise income levels.

d) Provision by the City of housing counseling services to help persons locate affordable housing, to improve household budgeting and information on free or low cost services.

Resources and Implementation

The housing program, including budget and priority, has been developed with the participation of the Emeryville Neighborhood Improvement Association and the Community Development Advisory Commission. The latter was established by the City Council as an advisory body for all matters pertaining to community development and improvement. The CDAC reviews all redevelopment fund allocations and all budgets prior to approval by the City Council. The housing program is administered by the Emeryville Redevelopment Agency (members of the City Council) through the Director of Development. The housing program is reviewed annually and updated, as necessary, as part of the City's "Annual Community Development Program" submitted to Alameda County and the U.S. Department of Housing and Urban Development.

The budget and schedules for the next period (1979-1982) is as follows:

Housing Rehabilitation Program	1979	1980	1981
Block Grant Funds	$70,000	$100,000	$130,000
Redevelopment Funds	60,250	79,000	90,000
Total	$130,250	$179,000	$220,000

The amount allocated is expected to leverage approximately $900,000 for loans during the 3-year period.

Emergency Grant Program (For painting/emergency repairs)	1979	1980	1981
Block Grant Funds	$32,000	$36,000	$40,000

The Paint Program	1979
Block Grant Funds	$43,200
CETA	37,728
Total	$80,928

Most of the eligible structures will have been painted by the end of 1979.

The Housing Counseling Program	1979	1980	1981
Block Grant Funds	$19,504	$20,674	$ 20,000
Tax Increment (Redevelopment) Funds	2,400	2,400	2,400
Total	$21,904	$23,074	$ 22,400

The Environmental Improvement Program (Neighborhood Clean-up Program)	1979	1980	1981
Block Grant Funds	-0-	$50,000	-0-
CETA Funds	57,000	-0-	-0-
Total	$ 57,000	$50,000	-0-

The Street Repair Program	1979	1980	1981
Block Grant Funds	$50,000	-0-	-0-
General Funds (City)	5,000	-0-	-0-
Total	$55,000		

The Sidewalk Improvement Program	1979	1980	1981
Block Grant Funds	$20,000	$20,000	$ 20,000
General Funds	5,000	5,000	5,000
Total	$25,000	$25,000	$ 25,000

The Sewer Repair Program	1979	1980	1981
Block Grant Funds	-0-	-0-	$ 50,000
General Funds	-0-	-0-	10,000
Total			$ 60,000

The Tree Planting Program	1979	1980	1981
Block Grant Funds	$20,000	$20,000	$20,000
General Funds	5,000	5,000	5,000
Total	$25,000	$25,000	$25,000

Recreation Area Development (Temescal Creek)	1979	1980	1981
Block Grant Funds	-0-	$100,000	-0-
State (Park/Rec. Funds)	-0-	13,000	-0-
General Funds	-0-	10,000	5,000
Total	-0-	$123,000	$5,000

Neighborhood Open Space	1979	1980	1981
Block Grant Funds	-0-	-0-	$30,000
General Funds	-0-	-0-	5,000
Total			$35,000

Public Service Program (Sr. Citizen Transportation)	1979	1980	1981
Block Grant Funds	$20,000	-0-	-0-

Local Business & Employment Development	1979	1980	1981
CETA	$35,000	-0-	-0-
Tax Increment (Revelopment)	90,000	15,000	15,000
Block Grant Funds	-0-	60,000	60,000
Total	$125,000	$75,000	$75,000

In summary, the City has budgeted approximately $1.1 million over the next three years for housing and housing related improvement programs. Approximately $972,000 of this amount is estimated to directly benefit low and moderate income persons in the community.[11]

Conclusion

Emeryville has made a commitment to improving housing conditions in the City with a comprehensive program to construct new housing; to correct not only housing deficiencies, but also to improve the visual and functional qualities of the residential neighborhoods; to improve the economic situation of many of its residents; to attract local business that provide services for residents and, to enable and assist persons in affording better housing. The first commitment of Redevelopment Funds (tax increments) went to the purchase of sites of new housing development (approximately $.75 million). As these funds are recovered they will be used to purchase other sites, if and when available. These programs represent a substantial commitment of resources and effort by the City to meet local housing needs.

State and regional agencies can assist in this effort by recognizing that funding and project approval criteria developed for regional (or typical) situations may not work in Emeryville if strictly applied. Success in using State and Federal subsidies in Emeryville depends, to a large extent, upon adapting State and Federal lending policies to the Emeryville situation rather than the other way around.

---

[11] Three Year Project Summary, Emeryville Community Development & Housing Plan Summary, Emeryville Redevelopment Agency, Oct. 1978.

HOUSING POLICIES

3.01 Conserve and improve the existing housing units in the City;

3.02 Preserve the low density residential character of the older residential neighborhoods;

3.03 Support activities which will expand opportunities for home ownership in single family homes, cooperatives, and condominiums;

3.04 Provide relocation assistance where households are forced to move as a result of city actions; when a non-city agency is responsible, seek its cooperation in providing assistance to persons displaced;

3.05 Encourage the preservation and use of residential buildings of aesthetic or historic significance;

3.06 Support activities that increase the ability of the elderly and disabled to remain in their home or neighborhood or to locate suitable housing;

3.07 Act to eliminate housing discrimination based on race, religion, sex, ethnic background, age, physical disability or source of income;

3.08 Allocate housing assistance on the basis of relative need on a non-discriminatory basis;

3.09 Encourage mutual self-help activities that improve housing and increase the ability of residents to manage their housing economically;

3.10 Whenever feasible, use state and federal programs to stimulate the development of new housing for rent or sale to low and moderate income households; avoid concentration of new low and moderate income housing;

3.11 Encourage development which combines residential with commercial uses in appropriate commercial locations served by adequate public transportation;

3.12 In residentially-zoned areas, encourage the replacement of housing lost through deterioration, permitted conversion to other use, or as a result of public actions;

3.13 Accomodate, and encourage, artist-in-residence enterprises in industrial and commercial areas; permit such uses as conditional uses in any zone, provided such uses meet the criteria established for such uses in the zoning ordinance, redevelopment plan, special city ordinances pertaining to such uses, and applicable county and state regulations.

RECOMMENDED ACTIONS

1. Maintain an aggressive housing rehabilitation program involving renters as well as home owners with emphasis on safety and structural soundness (code enforcement);

2. Prepare detailed plans for neighborhood improvement including paint-up, fix-up programs, landscaping, open space or buffer zones, property or right-of-way acquisitions and other public improvements;

3. Select potential sites for new multi-family housing that provides opportunities for ownership;

4. Prepare for the 1980 census, to take full advantage of the opportunity to obtain up-to-date and accurate information of housing conditions and population characteristics.

5. Work with existing artist-in-residence groups and individuals to develop appropriate use criteria and regulations for residential use in industrial areas.

CONSERVATION/OPEN SPACE

CONSERVATION, OPEN SPACE & RECREATION

Introduction

Emeryville has within its jurisdiction approximately 4.5 miles of shoreline on San Francisco Bay. This includes the shoreline of the peninsula that was created by land fill. Most of the shoreline is in private ownership. The Marina (trust tideland) and City Hall are public.

The shoreline is worthy of preservation and careful control of development as the population of Emeryville and the San Francisco Bay Area increases. Therefore, it is appropriate that the General Plan include policies and programs for the preservation and utilization of these "natural" resources for open space and recreation.

Open space, conservation and recreation are all related for purposes of the General Plan. To distinguish between "conservation", "open space" and "recreation" the following definitions may be used:

Open Space - any land or water which is not built on, either publicly or privately owned. Open space can be used for recreation, to provide light and air, for visual enhancement, or to separate developments. It can be "improved," i.e., with formal planting walls, benches, etc. or it can be "natural." Some "open spaces," like forest preserves may be used for limited or controlled production of timber or for game refuges.

Conservation - the planned management and wise use of natural resources. Conservation is deliberate and positive action to preserve natural areas and to enhance their use for public at large.

Recreation - any activity in which a person enhances (re-creates) his physical and emotional well-being. This can be passive, such as reading a book, or active, such as basketball, tennis, etc. Recreational activities generate the need for both open space and special buildings such as gymnasiums.

Natural Resources - Water, Air, Plant and Animal Life

Other than the shoreline, Emeryville has few natural water/land resources. Its only inland waterway, Temescal Creek, has been "channelized" west of San Pablo Avenue and is little more than a concrete culvert under the City. Between San Pablo Avenue and Adeline Street the creek provides a band of large trees and some natural open space. School playgrounds provide the primary open recreation space in the older residential/industrial area. A newly developed mini-park in the north-east part of the City (Doyle Street near 62nd Street) illustrates the opportunities within the City to provide more recreation facilities while contributing to improving the visual attractiveness of the area in which it is located.

Air pollution has always been a concern in Emeryville because the City consists primarily of factories and operations that use large amounts of energy. The regulation of pollutants from these industries is pre-empted by state and federal agencies. With the controls now in effect, pollution from stationary sources (manufacturing) as well as mobile sources (vehicles) will very soon be reduced to accepted levels of tolerance. Even so, it is a policy in Emeryville to discourage enterprises that are "noisy, smelly, or smokey" from locating Emeryville.

Emeryville has a high concentration of large trucks as well as automobiles. Freeway traffic impacts quite heavily on the City because Interstate 80 borders the entire City on the west. Heavy train traffic (50-60 trips per day on the main lines) also contributes to air pollution. Current state and federal regulations for "vehicle emission control" has greatly reduced the health hazards of vehicle exhausts. By 1985, most vehicles will be "clean", at least from hydrocarbon pollutants. Other pollutants such as cabon monoxide and particles of rubber from tires, while not considered as harmful as hydrocarbons, will also be given attention by regulating agencies. Prevailing winds normally keep the residential areas free of concentrations of pollutants generated in Emeryville; however, on smoggy days, the air quality is poor, as it is in most San Francisco Bay Area Cities.

There are few trees in Emeryville, a situation that, hopefully, will soon be changed. Planting and landscaping is required in planned developments (PD) and most of the recent new developments or reuse of property have included some planting and landscaping. A proposed, City-financed and sponsored tree planting program is being prepared.

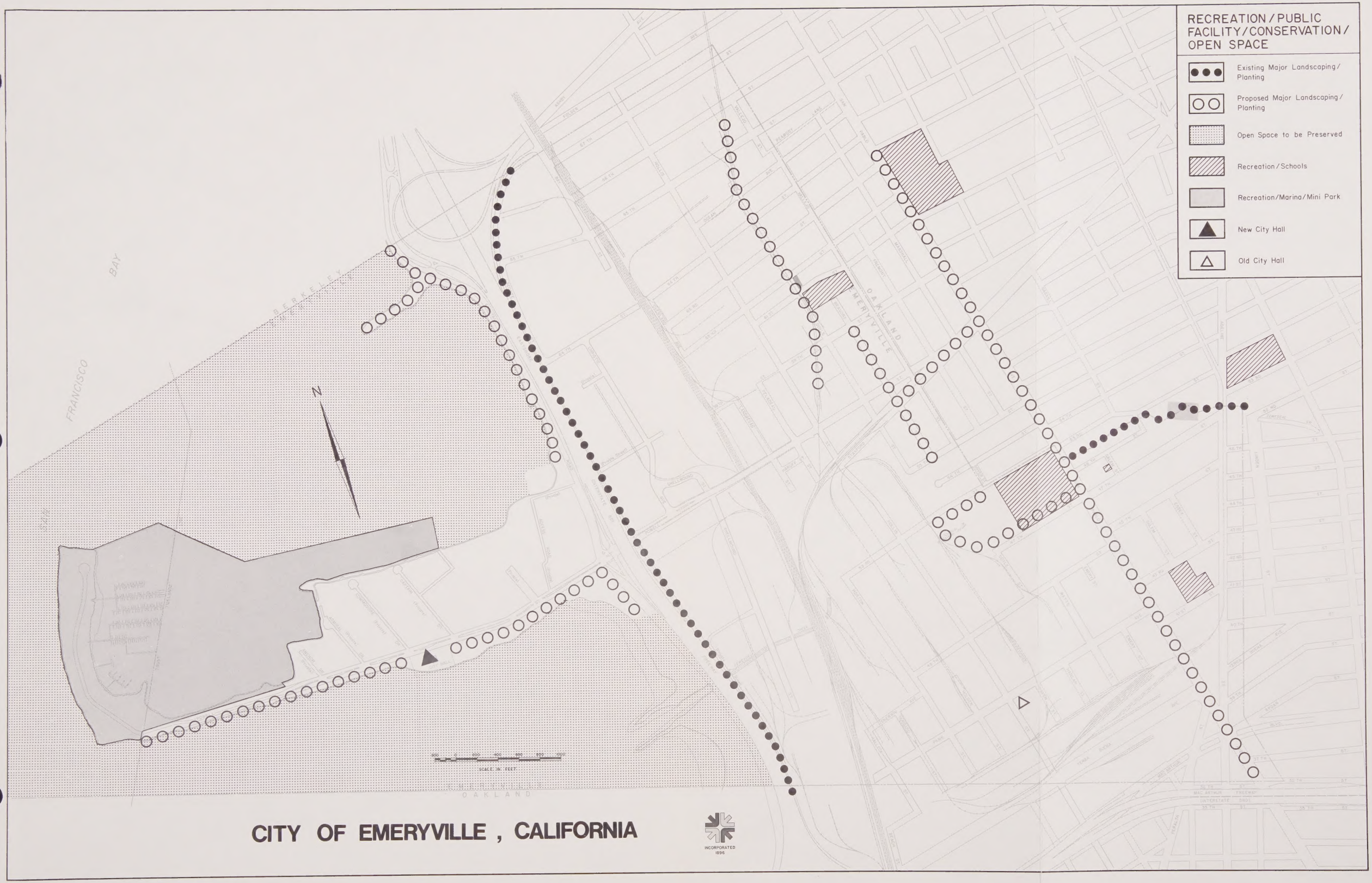
A tree planting/open space development along the fringe of the residential district next to the industrial and commercial areas is desirable and opportunities exist now for acquisition of properties and/or agreements for large-scale planting to begin forming a "greenbelt". The general location of this buffer planting is shown on the Conservation/Open Space map.

Much of the shore line west of Interstate 80 is privately owned but presently undeveloped. Portions east and west of City Hall have been landscaped along the sidewalk alignment. Development of this land for any use other than recreational or water-related activities is severely restricted by state legislation (McAteer/Petris Act). Acquisition of these properties by the City or some public agency for permanent public open space is highly desirable.

There is little, if any, wildlife in Emeryville, east of the freeway. Birds and other aquatic wildlife thrive in the tidelands along the shoreline. The ecology of this wildlife is being threatened by the popular use of the "Crescent" area, south of the peninsula, for erecting driftwood sculpture. While a delightful diversion for many, this artistic activity is beginning to disrupt more and more of the area and, unless it is controlled, will permanently change the "natural" area and the habitat of the wildlife.

Recreational Facilities

Recreational facilities in Emeryville proper are adequate for the permanent population although additional mini-parks are needed and are being planned. The principal "park" in the eastern section is the playground of Emery High. The school itself is unusually well-equipped with tennis courts, basketball courts, a bowling alley, and, an olympic-sized swimming pool. The paved play area at the elementary



CITY OF EMERYVILLE , CALIFORNIA

INCORPORATED
1896

school can be used for after school activities. Other major playfields are available to residents at nearby locations in Oakland.

The Marina, with its boat docks, fishing piers, restaurants, and recreational open space services not only the residents of Emeryville but persons from the greater urban area.

Consideration should be given to the needs of the daytime population - those who work in the offices and businesses during the day. This is perhaps more a matter of organization and initiative on the part of employers and employees than provision of formal recreational facilities. The importance of good restaurants and lunch places as "recreational facilities" should not be overlooked. Emeryville is particularly blessed with a variety of these facilities and efforts should be made to retain them and insure their continued success, if for no other reason, to make Emeryville an attractive and convenient place to work.

A definite recreation/social need, expressed in the Transportation Element, is a protected pedestrian and bicycle connection between east Emeryville and the peninsula, primarily to accommodate children or persons without cars who wish to use the fishing, biking and hiking facilities available. Other areas in the industrial core need provision for pedestrian movement. Walks, pathways, overpasses, if provided in new developments, could also contribute to the overall aesthetic quality of the area and provide the feeling, at least, of open space. Opportunities to acquire open space or to secure improved pedestrian access frequently occur but funds to pay for them have not been available. Funding can now be provided through the redevelopment process, if the City chooses.

The San Francisco Bay Area is richly blessed with large open lands and recreational facilities. Many of these, such as the Golden Gate National Recreation Area, the East Bay Park System and the municipal facilities in Berkeley, Oakland and San Francisco are readily available to citizens of Emeryville.

Solid Waste Disposal/Water Quality Control

Solid waste and hazardous waste is deposited in designated sites in Alameda County and Contra Costa County in accord with the County Solid Waste Management Plan for the Bay Area. This plan has been adopted as part of the proposed Bay Area Environmental Management Plan designed to meet state and federal requirements. Disposal sites are adequate until 1980; then, new sites must be found. No dump sites are available or planned for in Emeryville.

Water quality control in Emeryville is also part of a regional effort. An area wide plan for water quality control measures has been adopted. Emeryville has some problems with water pollution control, but these can be corrected through better enforcement and installation of some improved drainage collection facilities. These measures will be accomplished in compliance with the regional water quality control standards established and enforced by the Regional Water Quality Control Board.

Flood Control/Erosion Control

Emeryville has some periodic flooding problems due to inadequate drainage; however, there are no severe flooding problems from tidal action or stream runoff. The embankment of Interstate 80 effectively prevents tidal flooding and the only stream, Temescal Creek, has been channelized to prevent flooding. Under the circumstances, no flood contingency plan is required. Erosion control is not a problem for most areas of Emeryville. The only area prone to erosion is the shoreline, including the peninsula, west of Interstate 80. Erosion is not expected to be a problem here since the entire area was developed under state and regional requirements that include erosion control measures.

Consistency with Plans of Adjoining Communities and Other Jurisdictions

The conservation policies and plans for Emeryville are consistent with and supportive of conservation plans of adjoining communities, the regional park authorities and all state and federal requirements. Water conservation and watershed protection practices are those of the East Bay Municipal Utility District and other special agencies. Emeryville participated in developing and subscribes to the Environmental Management Plan adopted by the Association of Bay Area Governments, June 1973, for the regional management of water supply, water quality control, solid waste disposal, and air quality control.

Historic Sites

Of possible historic and archaelogical interest in Emeryville is a shellmound accumulated by the Costanoan Indians approximately 2,000 years ago. The mound is located east of Interstate 80 just north of Temescal Creek near the main rail tracks. In fact, the rail tracks traverse a portion of the mound which is approximately 8½ feet below ground surface. Originally, the mound was approximately 1,000 feet long, 300 feet wide and extended 22 feet above ground level. The possible historic significance of this mound should be noted and taken into account as development occurs on or near the site.

CONSERVATION/OPEN SPACE

POLICIES

4.00 Protect and maintain the shoreline for recreational and open space;

4.01 Acquire and develop parcels of land suitable for permanent public open space, recreational uses and aesthetic improvements such as, median strips, abandoned spur track rights-of-way, gore corner strips at intersecting streets, and odd-shaped parcels unsuitable or uneconomic for commercial or residential use;

4.02 Give high priority to tree planting and landscaping projects for public streets and public places including "buffer" zones between residential and industrial areas;

4.03 Continue to require adequate, usable open space in all new residential and commercial developments;

4.04 Utilize schools and other institutional facilities to the maximum extent for after school and weekend recreational activities;

4.05 The budget for the acquisition of any park, open space or recreational facility shall include funds for adequate maintenance of the facilities;

4.06 Provide access for pedestrians and bicyclists to the peninsula and shoreline;

4.07 Cooperate with the East Bay Park District, Berkeley, Oakland and other jurisdictions in protecting and enhancing the waterfront area;

4.08 Encourage and assist owners and operators of businesses to improve and maintain their properties, with particular attention to visual and aesthetic treatment.

RECOMMENDED ACTIONS

1. Prepare engineering/design studies and cost estimates for a pedestrian/bicycle link between east Emeryville and the peninsula; explore alternatives to construction such as, special bus service that accommodates bicycles;

2. Inventory and investigate possible sites along designated "greenbelt" routes to determine costs, priority and feasibility;

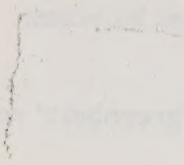
3. Prepare a plan for a paint-up-fix-up program for the nonresidential areas of the city; enlist the aid of owners and operators of properties in the planning and initiation of the program;

4. Prepare a comprehensive tree planting and maintenance program for the City; consider City financing for certain planting and maintenance on private property, if it is in the public interest;

5. In cooperation with the owners, the East Bay Park Authority, artist groups or representatives, and other interested persons; develop controls in the use of the "Crescent" area to preserve the existing wildlife and natural features;

6. Prepare a program for the acquisition of or permanent control of the undeveloped shoreline west of Interstate 80;

7. Take measures to correct faulty drainage to prevent periodic flooding of certain streets and intersections.



U.C. BERKELEY LIBRARIES
C094822912

CHRONO

STANLEY SCOTT CORRESPONDENCE

SEPTEMBER 1977